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ABSTRACT

The 1,259-mile Columbia River flows out of Canada and across eastern Washington state, forming the border between Washington and Oregon. In 1941 the federal government dammed the Columbia River at the north end of Grand Coulee, creating a man-made reservoir named Lake Roosevelt that inundated homes, farms, and businesses, and disrupted the lives of many. Although Congress never enacted specific authorization to create a park, it passed generic legislation that gave the Park Service authority at the National Recreation Area (NRA). Lake Roosevelt's shoreline totals more than 500 miles of cliffs and gentle slopes. The Lake Roosevelt National Recreation Area (LARO) was officially created in 1946. This historical study documents the long and complex story of the establishment of LARO and how it has been managed since its creation. Following informational materials and an introduction, the study's chapters are: (1) "When Rivers Ran Free"; (2) "The River Becomes a Lake"; (3) "A Long Road Lies Ahead: Establishing Lake Roosevelt National Recreation Area"; (4) "Agreements and Disagreements: From Tri-Party Agreement to Multi-Party Agreement"; (6) "Family Vacation Lake: Recreation Planning and Management"; (7) "Building and Maintaining the Park: Administrative and Visitor Facilities"; (8) "Changing Stories: Interpretation"; (9) "From Simple to Complex: Cultural Resources Management"; (10) "An Uphill Struggle: Natural Resources Management"; (11) "Regaining Ground: Leases and Special Use Permits"; and (12) "Echoes of the Past: Future Issues." Includes seven appendices and an extensive bibliography. (BT)

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Currents and Undercurrents:

An Administrative History of Lake Roosevelt National Recreation Area

Kathryn L. McKay
and
Nancy F. Renk

January 2002

SO 034 781

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Currents and Undercurrents:

An Administrative History of

Lake Roosevelt National Recreation Area, Washington

January 2002

by
Kathryn L. McKay
and
Nancy F. Renk

Cover photo: LARO ranger and Park Service boat near northern end of Lake Roosevelt, ca. 1972. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area ("A Boater's Guide to Franklin D. Roosevelt Lake," draft ca. 1972, file K3819 Lake Roos. Boater's Guide, LARO.HQ.CIO).

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United States Department of the Interior
NATIONAL PARK SERVICE
Lake Roosevelt National Recreation Area
1008 Crest Drive
Coulee Dam, Washington 99116

IN REPLY REFER TO:

FOREWORD

This administrative history is one of a series being done throughout the National Park System. It adds to our knowledge and understanding of Lake Roosevelt National Recreation Area and how it came to be.

The study chronicles the establishment of the recreation area from its roots in the Grand Coulee Dam project to the present. It traces how the area has been managed and operated over time by the National Park Service. It also portrays various issues that have been associated with the recreation area since its establishment in 1946.

While administrative histories are of interest to a wide range of individuals, they are particularly useful for Park Service staff to help them better understand why the area looks and operates the way it does due to decisions made and policies implemented over the years by their predecessors. It provides a context for making management decisions on issues, some of which have been present for decades.

This document was prepared for the National Park Service under contract with Tracks of the Past and Flume Creek Historical Services, consulting firms based in Columbia Falls, Montana, and Sandpoint, Idaho, respectively. The primary authors are Kathryn L. McKay and Nancy F. Renk. Through the use of outside parties to produce these studies, the National Park Service hopes to provide an independent review of the events and circumstances that have shaped this unit of the National Park System. As such, the views expressed are those of the authors based on their research and contacts with numerous individuals having knowledge about various aspects of the National Recreation Area.

This history of Lake Roosevelt National Recreation Area is a "living" one. As additional information comes to light about the events described in this document and as subsequent events occur relevant to the unit's administration, revisions of this document will be made as appropriate.

Vaughn Baker

Vaughn L. Baker
Superintendent

Preface

Many, many people helped us with this project. First and foremost, we would like to thank the current and recent employees of Lake Roosevelt National Recreation Area. We understand why the park has a reputation for friendly staff and a good work environment! Those who were particularly helpful included Vaughn Baker, Sherry Dotson, Dan Hand, Lynne Brougher, Roberta Miller, Ray Dashiell, Linda Morgan, Dan Mason, Scott Hebner, Karen Taylor-Goodrich, Marty Huseman, Ray DePuydt, and Gina Arnold. Past employees and their spouses who agreed to interviews included Gerry Tays, Dan Brown, Don and Connie Everts, Bill and Doris Schieber, Gary Kuiper, Tom Teaford, and Sis Robinson. We greatly enjoyed talking with and learning from each of these people. We also appreciate their useful comments on drafts of this report and their patience with follow-up inquiries.

Librarians, archivists, and museum employees throughout the Pacific Northwest provided tremendous assistance to us as we searched for documents and other materials related to the history of the Lake Roosevelt area and the National Park Service. These include: Pat Witham of the Grant County Historical Museum; Tim Brooks and Cheryl Grunlose of the Colville Tribal Museum; Gary Schmauder of Lincoln County Historical Museum; the National Archives branches in San Bruno, California (and we'd like also like to thank our research assistant Marcia Plancon for the many linear feet of photocopies she sent us from San Bruno); Joyce Justice at the National Archives branch at Seattle, Washington; Frank Sciamanda of Washington State University's Holland Library, Manuscripts, Archives, and Special Collections; Washington State Archives in Tacoma; Gary Lundell at University of Washington, Manuscripts and University Archives; Bonneville Power Administration Library in Portland, Oregon; David Hastings at the Washington State Archives in Olympia; Grant County Archives in Ephrata; Grand Coulee Library in Grand Coulee; Flathead County Library in Kalispell, Montana; Washington State Archives, Central Regional Branch, Ellensburg; Nancy Compau at the Northwest Room, Spokane Public Library; Shirley Dodson at the Stevens County Historical Society; Karen Deseve of the Eastern Washington State Historical Society Research Library and Archives; Jeff Creighton of the Washington State Archives, Eastern Regional Branch; Rodney Cawston, Aletha Heath, and Jayleen Palmer of the Colville Confederated Tribes Archives in Nespelem; and Bryon Flett, archivist for the Spokane Tribe of Indians in Wellpinit.

We would particularly like to thank our technical contact, Gretchen Luxenberg of the Columbia Cascades Support Office, for her cheerful and knowledgeable assistance with all aspects of the project. Former Lake Roosevelt National Recreation Area employees who revised drafts of this report included Kelly Cash, Art Hathaway, Gary Kuiper, and Gerry Tays. We also benefited greatly from the review comments of people who currently work at Lake Roosevelt National Recreation Area. We would like to give special thanks to the National Park Service reviewers not at Lake Roosevelt, including Cathy Gilbert, David Louter, Janet McDonnell, Stephanie Toothman, Bill Walters, and Fred York.

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At the U.S. Bureau of Reclamation office in Grand Coulee, the following people provided easy access to documents and photographs and answered questions: librarian Marjoe Richards, Jack Scoles and Judy Quill in the photograph archives, and Public Information Officer Craig Sprankle. In addition, Regional Archaeologist Lynne MacDonald in Boise gave freely of her time to discuss cultural resource management issues at Lake Roosevelt.

We appreciate the willingness of the Colville Confederated Tribes and the Spokane Tribe of Indians to cooperate with our research at their tribal archives. We regret, however, that the documents we requested have not been located to date. We did find in other repositories copies of many important documents prepared by the tribes, and these helped greatly in understanding their concerns in relation to the management of Lake Roosevelt. Lake Roosevelt National Recreation Area staff submitted draft copies of this report to the Colville Confederated Tribes and the Spokane Tribe of Indians but received no comments or corrections.

Both authors of this report live on tributaries to the Columbia River: Kathy on the Flathead River in northwestern Montana and Nancy along the Clark Fork-Pend Oreille system in northern Idaho. When we began this project, we spent one day late in the fall of 1998 driving around Lake Roosevelt. We watched the landscape change from arid lands near the dam to forests at the upper end of the lake and then back to arid as we returned to Coulee Dam. Despite the changes in the landscape, one force tied it all together: the Columbia River flowing slowly through the land as it flows through our lives. The story we uncovered during the course of this project is one of high hopes, grand plans, insufficient funding, conflict, challenges, mistakes, and successes. Many players have been involved in creating and operating the national recreation area, making its history rich and complex. We hope you enjoy exploring the story as much as we have.

Kathryn L. McKay
Tracks of the Past
Columbia Falls, Montana

Nancy F. Renk
Flume Creek Historical Services
Sandpoint, Idaho

January 2002

Note: The unit of the National Park System discussed in this report was known as the Coulee Dam National Recreation Area (CODA) from the 1940s until 1997, when its name was changed to the Lake Roosevelt National Recreation Area (LARO). The current name, LARO, is used throughout this report except in direct quotes or citations, regardless of the year in which the event or activity occurred.

Abbreviations Used in Text

ARPA	Archaeological Resources Protection Act
BIA	Bureau of Indian Affairs (formerly known as Office of Indian Affairs)
BLM	Bureau of Land Management
BPA	Bonneville Power Administration
CBAS	Columbia Basin Archaeological Survey
CBIAC	Columbia Basin Inter-Agency Council
CDAA	Coulee Dam Amphibious Aircraft Company
CCSO	Columbia Cascades Support Office, Seattle
CCT	Colville Confederated Tribes
CMP	Concessions Management Plan
CODA	Coulee Dam National Recreation Area, Coulee Dam Recreational Area (renamed Lake Roosevelt National Recreation Area in 1997)
Corps	U.S. Army Corps of Engineers
CRMP	Cultural Resources Management Plan
CY	Calendar Year
DARE	Drug Abuse Resistance Education
DCP	Development Concept Plan
DOI	Department of the Interior
DSC	Denver Service Center
EA	Environmental Assessment
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
FY	Fiscal Year
GCNC	Grand Coulee Navigation Company
GMP	General Management Plan
HBC	Hudson's Bay Company
I & RM	Interpretation and Resource Management
IAF	Ice Age Floods
ICC	Indian Claims Commission
IPM	Integrated Pest Management
IRA	Indian Reorganization Act
LARO	Lake Roosevelt National Recreation Area
LRCC	Lake Roosevelt Coordinating Committee
LRCMA	Lake Roosevelt Cooperative Management Agreement
LRCOG	Lake Roosevelt Council of Governments
LRPOA	Lake Roosevelt Property Owners Association
NAGPRA	Native American Graves Protection and Repatriation Act
NHPA	National Historic Preservation Act
NPCA	National Parks and Conservation Association
NPPC	Northwest Power Planning Council
NRA	National Recreation Area
OIA	Office of Indian Affairs (later Bureau of Indian Affairs)

ORV	off-road vehicle
PA	Programmatic Agreement
Park Service	National Park Service
Reclamation	U.S. Bureau of Reclamation
RMP	Resource Management Plan
RRE	Roosevelt Recreational Enterprises
SCS	Soil Conservation Service
SHPO	State Historic Preservation Office
STI	Spokane Tribe of Indians
TVA	Tennessee Valley Authority
USGS	U.S. Geological Survey
VAC	Visitor Arrival Center
WPA	Works Projects Administration
YACC	Young Adults Conservation Corps
YCC	Youth Conservation Corps

Abbreviations Used in Endnotes

EWU	Eastern Washington University, Cheney
GPO	Government Printing Office, Washington, D.C.
HFC	Harpers Ferry Center Photo Archives, Harpers Ferry, West Virginia
LARO.FS.1107	files maintained by LARO's Natural Resources Manager, Fort Spokane
LARO.HQ.ADM	LARO's central files, park headquarters
LARO.HQ.CIO	files maintained by LARO's Chief of Interpretation
LARO.HQ.LIB	files or books available in LARO's library, park headquarters
LARO.HQ.PAO	files maintained by LARO's Program Assistant's Office
LARO.HQ.RMO	files maintained by LARO's Resource Manager's Office
LARO.HQ.SUP	files maintained by LARO's Superintendent
LARO.HQ.100-USA	files maintained in the attic at LARO headquarters
LARO.KF.2004	files maintained by LARO's Archaeologist, Kettle Falls
NARA-PAR	National Archives and Records Administration, Pacific Alaska Region, Seattle
NARA-PSR	National Archives and Records Administration, Pacific Sierra Region, San Bruno, California
n.d.	not dated
n.p.	no place
NPS	National Park Service
RG	Record Group
UI	University of Idaho
USBR	U.S. Bureau of Reclamation
UW	University of Washington, Seattle
WASO	Washington, D.C., Office, NPS
WPA	Works Projects Administration (Works Progress Administration)
WSA	Washington State Archives, Olympia
WSA-CRB	Washington State Archives, Central Regional Branch, Ellensburg
WSA-ERB	Washington State Archives, Eastern Regional Branch, Cheney
WSU	Washington State University, Pullman

Introduction

For thousands of years, the upper Columbia River sustained the people living within its watershed. Early people established camps and homes along the river, followed in more recent times by others who also built houses and communities along the banks of the wide, flowing river. By 1941, however, the federal government had dammed the river at the north end of Grand Coulee, creating a man-made reservoir named Lake Roosevelt that inundated homes, farms, and businesses and disrupted the lives of many. But government officials also envisioned the new lake's potential to attract visitors and residents for a new purpose – recreation – and National Park Service representatives began to plan for recreational use of the area.

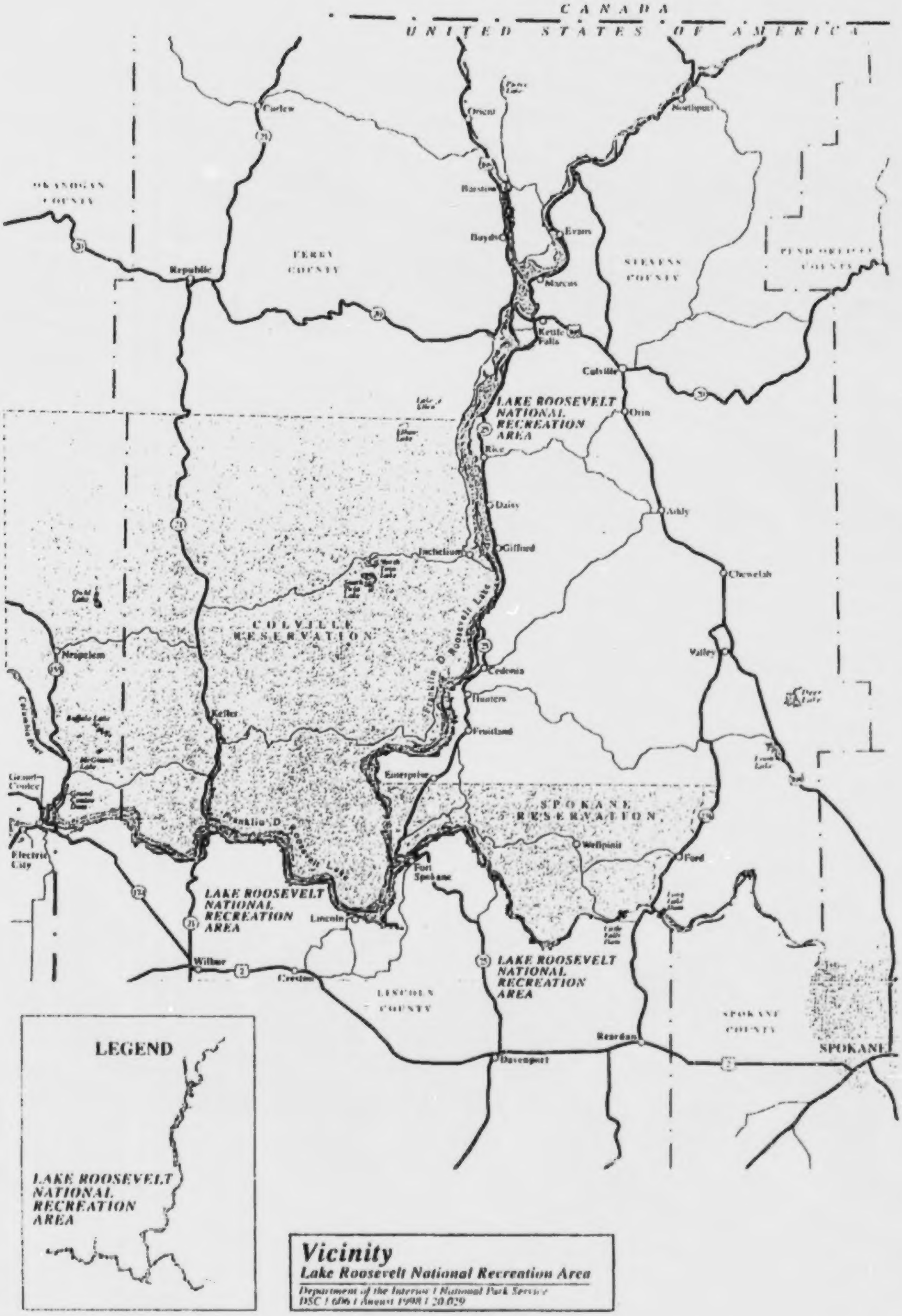
Park Service employees of the 1940s, from people in the field on up to the Director himself, argued the merit of including "national recreational areas" within the National Park System. After considerable hesitation and disagreement, the Park Service determined that Lake Roosevelt was nationally significant, paving the way for it to become a National Recreation Area (NRA). Although Congress never enacted specific authorizing legislation to create the park, it passed generic legislation that gave the Park Service authority at the NRA. In addition, Congress has recognized the unit with line-item appropriations since 1949, and in 1970 it became a unit of the National Park System.

Many challenges face the managers of Lake Roosevelt National Recreation Area. Some result from the boundaries of the park, established in the late 1930s and modified in later years. The U.S. Bureau of Reclamation (Reclamation) acquired all land above the water, which is at 1,290 feet at full pool, up to the "taking line" at the 1,310-foot contour line; this strip is often referred to as the freeboard lands. Because it was often easier and in some cases cheaper simply to purchase entire parcels rather than partial tracts of land, the boundary line for the NRA is irregular and sometimes goes above the 1,310-foot taking line. The width of the shoreline strip administered by the Park Service thus varies from about fifty to several hundred feet, depending on the steepness of the slope.

Lake Roosevelt's shoreline totals more than five hundred miles of cliffs and gentle slopes. Today, the Park Service manages 61 percent of the narrow strip of federal land along the shoreline of Lake Roosevelt and 58 percent of the total water surface area. The Colville Confederated Tribes and the Spokane Tribe of Indians manage most of the remainder of the land and water. Reclamation retains management of the dam, its immediate area, and a few other locations considered necessary for reservoir operations. Management of the reservoir and its resources is complicated by the fact that nine federal agencies, two tribes, four state agencies, six counties, and four cities have interests in various aspects of this essentially linear resource.

Physical Characteristics of Lake Roosevelt National Recreation Area

The 1,259-mile Columbia River flows out of Canada and across eastern Washington and then forms the border between Washington and Oregon. The river contributes some 89


CANADA
UNITED STATES OF AMERICA
OKANOGAN COUNTY
FERRY COUNTY
STEVENS COUNTY
PEND OREILLE COUNTY
LINCOLN COUNTY
SPOKANE COUNTY
COLVILLE RESERVATION
SPOKANE RESERVATION
LAKE ROOSEVELT NATIONAL RECREATION AREA
Franklin D. Roosevelt Lake
Columbia River
Curlew
Republic
Orient
Barstow
Boyds
Evans
Marcus
Northport
Kettle Falls
Colville
Orin
Rice
Daisy
Addy
Inchelium
Gifford
Chewelah
Nespelem
Keller
Cedonia
Hunters
Valley
Fruitland
Enterprise
Grand Coulee
Electric City
Wellpinit
Ford
Fort Spokane
Lincoln
Wilbur
Creston
Davenport
Reardan
SPOKANE
LEGEND
LAKE ROOSEVELT NATIONAL RECREATION AREA
Vicinity
Lake Roosevelt National Recreation Area
Department of the Interior / National Park Service
DSC / 606 / August 1998 / 20,029

Map of Lake Roosevelt National Recreation Area. Map courtesy of National Park Service, Lake Roosevelt National Recreation Area.

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percent of the water that flows into Lake Roosevelt today, most of it from the portion of the watershed north of the international boundary. Two major tributaries to Lake Roosevelt - thirty-mile Spokane River and fifteen-mile Kettle River - contribute about 10 percent of the inflow to Lake Roosevelt. The upstream flow is regulated by nine major reservoirs and numerous smaller reservoirs and associated power plants. From its source in British Columbia to its mouth near Astoria, Oregon, the Columbia falls 2,600 feet, thus providing many potential hydropower sites. There is often an observable current in the upper stretches. Of the thirty dams operating on the Columbia River in 1997, Grand Coulee Dam is the largest storage structure.[2] The terms "lake" and "reservoir" are used interchangeably in this report.

> **The general scenic effect of the Reservoir Area is pastoral rather than spectacular, and a variety of conditions present ever-changing effects. Vistas tend toward broad landscapes with long stretches of the reservoir flanked by green rolling hills receding toward distant mountains.**
>
> **-- NPS, "Columbia River Reservoir Area," 1944[1]**

The primary attraction of LARO is the 132-mile-long man-made reservoir behind Grand Coulee Dam, first filled in June 1942. The reservoir's surface area is about 81,000 acres, and its recreation potential in this arid landscape was recognized from the beginning. Little Falls Dam on the Spokane River and the town of Barstow on the Kettle River mark the upper limits of the NRA on those two tributaries. The width varies from about 0.5 to 1.5 miles, and only two ferries and two bridges provide crossings for vehicles. The reservoir is drawn down each winter in varying amounts, generally not more than fifty feet. It is normally near full from July through the summer and fall recreation season, and the water depths range from four hundred feet upstream of the dam to fourteen feet near the international border. The reservoir ends some thirty miles short of the border. The national recreation area includes shoreline along about twenty-five miles of the Spokane River Arm of the lake and about seven miles along the Kettle River Arm.

Lake Roosevelt lies in two strikingly different physiographic provinces: the Columbia Plateau in the southern half of the lake and the Okanogan Highlands in the northern half. In the southern portion, lava flows and Ice Age Flood events have shaped sheer basalt cliffs that often rise nearly one thousand feet above the lake surface. In many locations, the geology is completely different on each side of the lake. Occasional lichen growths on terraced basalt cliffs provide bright splashes of color in brilliant yellows, reds, and greens. The mountains in the northern portion are largely comprised of metamorphic rock and Pleistocene sedimentary features, and limestone cliffs rise above the lake as it narrows near the northern boundary of the NRA.

The Columbia Plateau region covers the area south of the Spokane and Columbia rivers. This area is generally treeless, hot, and arid, and the vegetation is characterized by semi-arid grasslands and sagebrush communities altered by irrigated agricultural lands. The Okanogan Highlands have a more mountainous topography, with a transitional ponderosa pine and Douglas-fir forest community. Ponderosa pine becomes more dense the farther

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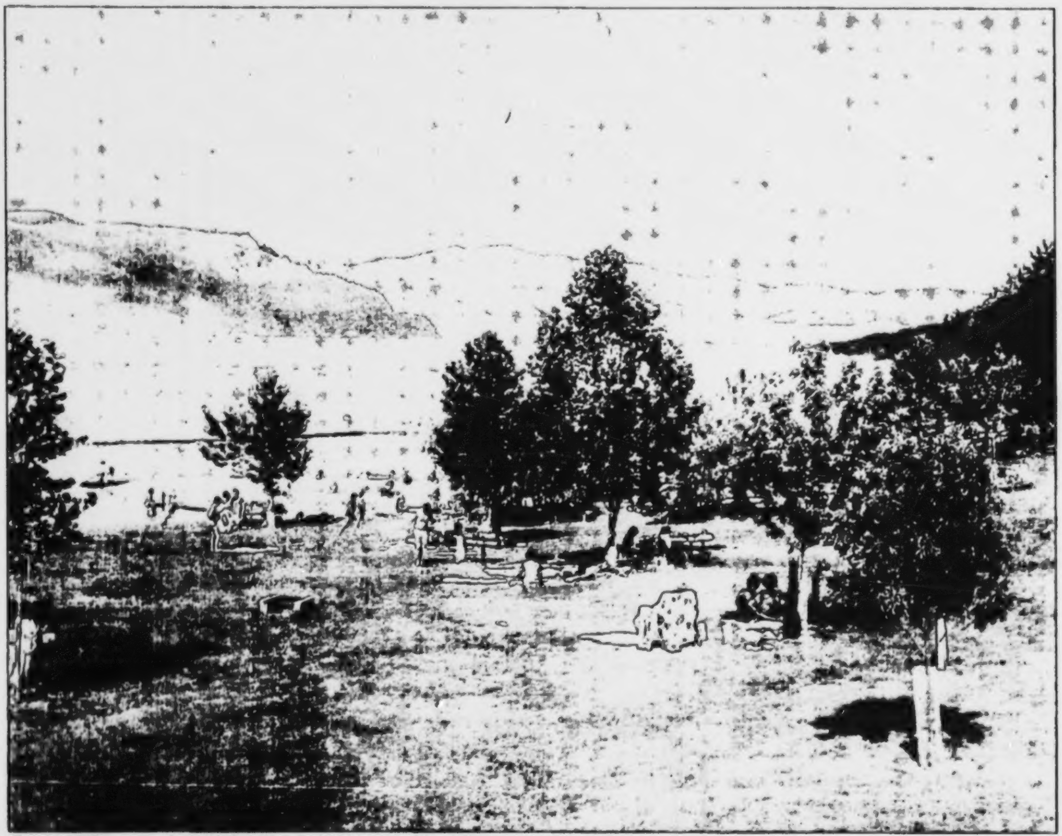

Spring Canyon beach in the arid Columbia Plateau part of the national recreation area, ca. 1972. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area ("A Boater's Guide to Franklin D. Roosevelt Lake," draft, ca. 1972).

north one goes along the lake. Rocky benches with a growth of scattered ponderosa pine are interrupted by rolling grasslands that in places slope gently towards the water's edge. The bordering hills become steeper to the north, with outcroppings of limestone and granite.

Ground-hugging fog occurs frequently during the winter, and summer lightning storms are common. Precipitation ranges from ten to twenty inches per year and snow cover from four to thirty-six inches, both increasing as one moves northward.

Open-water habitat in the lake and its tributaries supports a variety of aquatic vascular plants. Because of the fluctuating lake levels, perennial marshes along the lakeshore are few; intermittent wetland areas that flood seasonally are more common. They are dominated by reed canary grass.

Wildlife in the Lake Roosevelt area is plentiful. Larger animals include whitetail and mule deer, elk, black bear, and coyote, with smaller mammals represented by porcupine, chipmunks, marmot, beaver, and ground squirrel. Large numbers of ducks, geese, and

Clover Leaf Beach in the Okanogan Highlands part of the national recreation area. Photo courtesy of National Park Service, Harpers Ferry Center.

other waterfowl use the Pacific Flyway, and various resident and migratory birds are seen, including shorebirds and gallinaceous birds such as native grouse, raptors, and passerines. Bald eagles winter and nest in the area, and peregrine falcons have recently been reintroduced. Few if any of the large mammals are permanent residents of the strip of shoreline under Park Service jurisdiction. Non-native fauna includes cattle, horses, ring-necked pheasant, Merriam turkey, chukar partridge, and California quail.

Most species of fish that currently inhabit Lake Roosevelt have been introduced except for cutthroat trout and sturgeon. Sport fish include rainbow trout, native whitefish, kokanee, walleye, cutthroat trout, Dolly Varden trout, and largemouth and smallmouth bass. Until at least the 1960s, "scrap fish" were much more abundant than sport fish in Lake Roosevelt; these included such species as carp, squawfish, chub, sucker, shiner, perch, tench, sunfish, and sculpin.

Long-lived Issues

LARO was officially created in 1946, although the National Park Service had taken the lead in managing the area and drawing up plans for recreational sites along the lakeshore since 1941. As soon as the lake started to form, area residents began testing the waters with small watercraft. Because of severe budget limitations, LARO was unable to provide visitor facilities until the early 1950s. The slow development angered some area residents and hindered private development by concessionaires. In 1949, the Park Service first began to propose regulations governing a wide variety of uses of the lake and the surrounding strip of federal land. The controversy that developed over these regulations in the next couple of years left a legacy of resentment and bitterness among some area residents that has been passed down to the younger generations and persists today.

Even more significant has been the major disruption of the traditional lifeways of native peoples of the area. Euroamericans took traditional tribal lands, pushing tribal members onto reservations. The salmon fishery, an extremely important source of nourishment and cultural identity for American Indians of the region, began to diminish in the late 1800s and then abruptly ended in the upstream waters when Grand Coulee Dam was constructed. The Colville Confederated Tribes and the Spokane Tribe of Indians eventually demanded compensation for the loss of their fishery and lands, and in the 1970s they began to take over the management of recreational facilities on their respective reservations. Until then, all recreation facilities had been administered by the Park Service. After years of difficult negotiations, a new multi-party agreement for managing the federal lands and waters at Lake Roosevelt was finally signed in 1990. This agreement gave the Colville and Spokane tribes control over the "Reservation Zone," land and water on each reservation that comprises about 45 percent of the total. But here again, resentment stemming from decades of misunderstanding lingers on.

Developing recreational facilities for the public proved difficult in the early years, chiefly due to the inability of the Park Service to provide much funding to the new NRA for necessary developments such as access roads, bathhouses, campgrounds, and comfort stations. Early staff became expert at putting government surplus materials and equipment to good use. The pace of development picked up considerably in the late 1950s and 1960s, as a result of the Park Service's Mission 66 program. LARO was developed with Mission 66 monies, but these did not come near the amount that had been hoped for. The success and popularity of many of the early facilities depended on the creativity and "can do" attitude of Park Service staff. In more recent years, major concessionaires have begun to play an important role on the lake, offering rental houseboats and extensive marina facilities to visitors.

Cultural resource management, essentially a non-issue at LARO until the 1960s, has become one of the most critical management issues in recent years, especially since the 1980s. Both the Colville Confederated Tribes and the Spokane Tribe of Indians have asserted their rights to manage cultural resources, not only on lands within the Reservation Zone but also on lands throughout the NRA that they consider to be their area of traditional use. The Bonneville Power Administration began funding cultural resource work at Lake Roosevelt in 1991, adding another federal agency to the complex jurisdictional situation. These changes have strained relations among the managing partners at LARO and ultimately have led to a new approach to cultural resource management.

Until the 1980s, interpretation at LARO was focused on water-based recreation. A secondary theme was the military period at Fort Spokane. Since then, interpretation has received more funding, and the focus has shifted away from teaching recreational skills to visitors to encompass stories of the Ice Age Floods, the natural environment, and various aspects of the broad story of cross-cultural interactions.

Park involvement with natural resources issues broadened greatly in the 1990s, when LARO created a Natural Resources Manager position and tried, sometimes successfully, to obtain Park Service and outside funding for various natural resource-related projects. When developing management policies for natural resources such as the fishery, forests, noxious weeds, and water quality, the Park Service focused on cooperation with other agencies, some with much more developed research programs and technical staff than the Park Service could support.

More recent conflicts over special park uses mirrored the earlier ones, pitting nearby residents against the Park Service. Early park staff signed many recreational, industrial, agricultural, and other short-term and long-term special use permits in the years when park use was relatively light. Inadequate staffing, along with boundaries that were either ignored or unmarked, led to many encroachments over time. Eventually these early uses came back to haunt the Park Service, and LARO personnel began tightening policies and enforcement in line with Servicewide directives. Local people resisted the changes, however, and took their complaints to high political levels. The Park Service recognized the need for adequate lake access and offered permittees the opportunity to convert community docks to community access points. Most special use permits have now been phased out.

Some issues that were once major concerns of LARO personnel have now become less significant or have been taken over by other agencies. These include landslides and the removal of floating woody debris on the lake. Fluctuating lake levels have caused management headaches since the late 1960s, particularly during and after the 1980s, when significant drawdowns during the summer recreation season began to occur. Although often blamed for these disruptions, the Park Service has a voice but is not a decision-maker in the process that leads to such fluctuations. Instead, those decisions are made by the National Marine Fisheries Service, whose primary concern is downstream salmon recovery; the Army Corps of Engineers for flood control; the Bonneville Power Administration for efficient power generation; and the Bureau of Reclamation for irrigation. LARO employees have had to deal with changes in lake levels, with the primary solution being retrofitting lakeshore recreational facilities to handle lower water levels.

Over the decades, LARO has shared many of the management dilemmas faced by other units of the National Park System. How can the park develop necessary visitor facilities and services when only limited budgets are provided? How should an area best be managed when many governmental, tribal, and private entities have an interest? What role should the Park Service play in the many resource issues facing the park? The answers to these questions often have not come easily. Some challenges have been resolved; others remain to be addressed. LARO's first Superintendent, Claude Greider, mentioned in 1948 the "long road ahead" facing Park Service managers of the new recreational area. Many miles on this road have already been traveled, and current and future employees will make their own way along many more miles in the years to come – meeting obstacles, establishing landmarks, and moving forward.

This study documents the long and complex story of the establishment of LARO and how it has been managed since its creation. First and foremost, it is a record for park staff – new and old – so they can gain an understanding of how things "came to be" in this Park Service unit. The authors have tried to strike a balance in presenting various perspectives on the management of the NRA. They have endeavored to tell the full story of Lake Roosevelt National Recreation Area, including the perspectives of the tribes, using the materials available to them. Perhaps future researchers with better access to tribal resources will be able to further fill in the picture and add to our understanding of the complex history of this unit of the National Park System.

Endnotes

[1] NPS, "Columbia River Reservoir Area, Washington: General Report and Development Outline," June 1944: 1, LARO.HQ.100-USA.3.1.

[2] Jon L. Riedel, "Lake Roosevelt National Recreation Area, Washington, Water Resources Scoping Report," NPS, March 1997, p. 25.

Chapter 1

When Rivers Ran Free

Native or aboriginal people have lived in the Upper Columbia region for over 9,000 years. Extensive archaeological excavations of several sites at Kettle Falls suggest seven distinct periods that show times of relative abundance alternating with periods of scarcity. The salmon fishery at Kettle Falls, so significant in historical times, varied in importance for these early people; during one prolonged period, heavy flooding interrupted the salmon runs, forcing people to depend on other available food sources. Approximately 3,400 years ago, however, after salmon reestablished their runs as far as Arrow Lakes and eventually to Columbia Lake in British Columbia, people once again exploited this resource at Kettle Falls. The activity increased dramatically about 2,600 years ago, and the fishery became a prominent gathering place where people from a wide region came to fish, trade, and socialize. By the time of contact (when Indians first encountered non-Indians), Salish speakers at the falls included the Shwayip (Colville), whose territory encompassed the Columbia River from the fishery at Kettle Falls upriver to the Little Dalles (south of Northport) and downriver to the Inchelium area; the Sinaikst (Lakes) people, with lands to the north; the Sanpoil, with lands to the southwest; and the Okanogan even farther west. Those speaking Flathead dialects of the Salish language included Spokane, Kalispel, Flathead, and Chewelah, while the Kutenai spoke a language unrelated to others in the region.[2]

> **This was our country. God created this Indian Country, and it was like he spread out a big blanket, and he put the Indians on it. The Indians were created here in this country, truly and honestly, and that was the time our rivers started to run. Then God put fish in the rivers, and he put deer and elk in the mountains and buffalo upon the plains, and roots and berries in the field, and God made laws through which there came the increase of fish and game. When the Creator gave us Indians life, we awakened and as soon as we saw the fish and the game we knew that they were made for us. For the men God gave the deer, the elk and the buffalo to hunt for food and hides; for the women God made the roots and the berries for them to gather, and the Indians grew and multiplied as a people, and gave their thanks to the Creator. When we were created we were given our ground to live on, and from that time these were our rights.**
>
> **--Statement of Colville and Okanogan Chiefs, 1925[1]**

Indians of the Upper Columbia region felt the impact of Euroamericans long before contact. Horses, first brought to the American Southwest by Spaniards, gradually moved north through inter-tribal trading and arrived in the Columbia Plateau region ca.1730-1750. These animals dramatically increased the mobility of many tribes and enabled some to travel east to the Plains region to hunt buffalo. A more insidious harbinger of Euroamericans arrived in the form of

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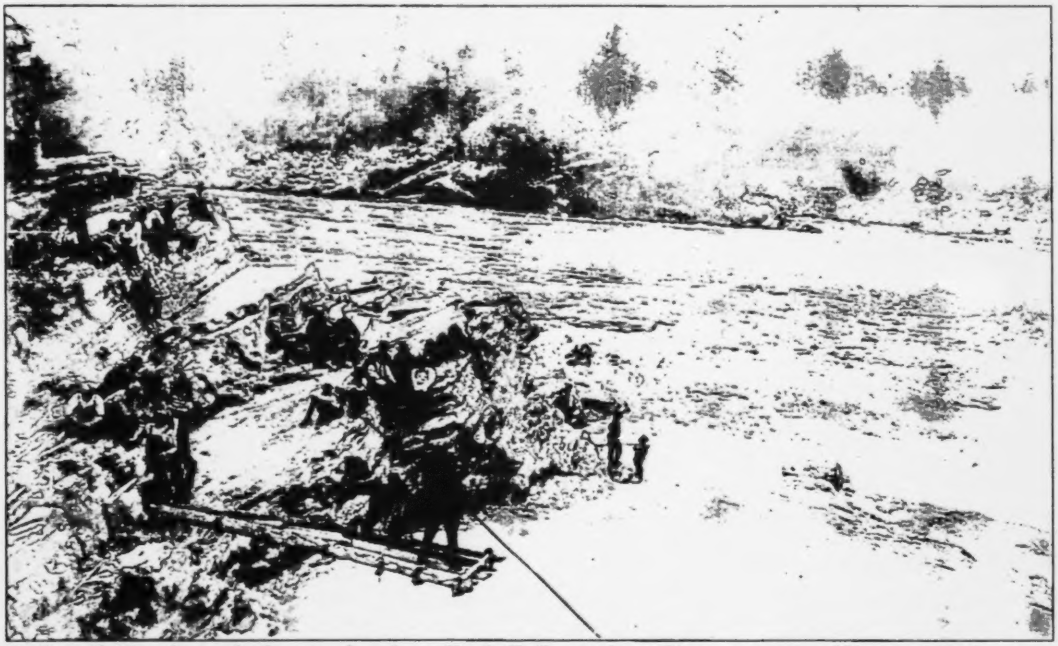
epidemics that decimated large numbers of native people. The first outbreak of smallpox in the Colville region hit in 1782-1783, prior to any direct contact with non-Indians. In the mid-nineteenth century, a rapid succession of both smallpox and measles epidemics between 1846 and 1853 killed many Indians and further weakened the tribes.[3]

Following early Spanish and Russian claims along the Pacific coast, American and British interests spent several decades vying for control of valuable lands and resources of the Pacific Northwest. The initial attraction was furs, especially for the lucrative sea otter trade with China. Farther inland, beavers were prized for their pelts; the soft underfur was felted and turned into top hats, a popular fashion accessory of the day.

Fur traders approached the Inland Northwest from both east and west. The first to document his travels through the region was David Thompson, an experienced explorer, map maker, and trader with the Canadian-based North West Company. He had two primary objectives as he moved into the region: establishing a chain of trading posts and exploring the Columbia River to its mouth. Thompson and his small group of men built Kullyspell House on Lake Pend Oreille and Saleesh House farther up the Clark Fork River in the fall of 1809. Spokane House, near the junction of the Little Spokane and Spokane rivers, followed the next year.[4]

Thompson spent his limited time in the region exploring and mapping trails and river courses. His arrival at the Columbia River in June 1811 added Euroamericans to the diverse mix of cultures already found at Kettle Falls. The salmon season was about to



Indians fishing from platform and rocks at Kettle Falls, no date. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 3245).

begin, and Thompson was impressed with the village he found at Ilthkoyape (his transcription of the native name for Kettle Falls). He described sheds about twenty feet wide and from thirty to sixty feet long, made from boards hand-split from large cedar logs. These structures had a covering of boards and mats to protect the salmon being smoke-dried on poles inside.[5]

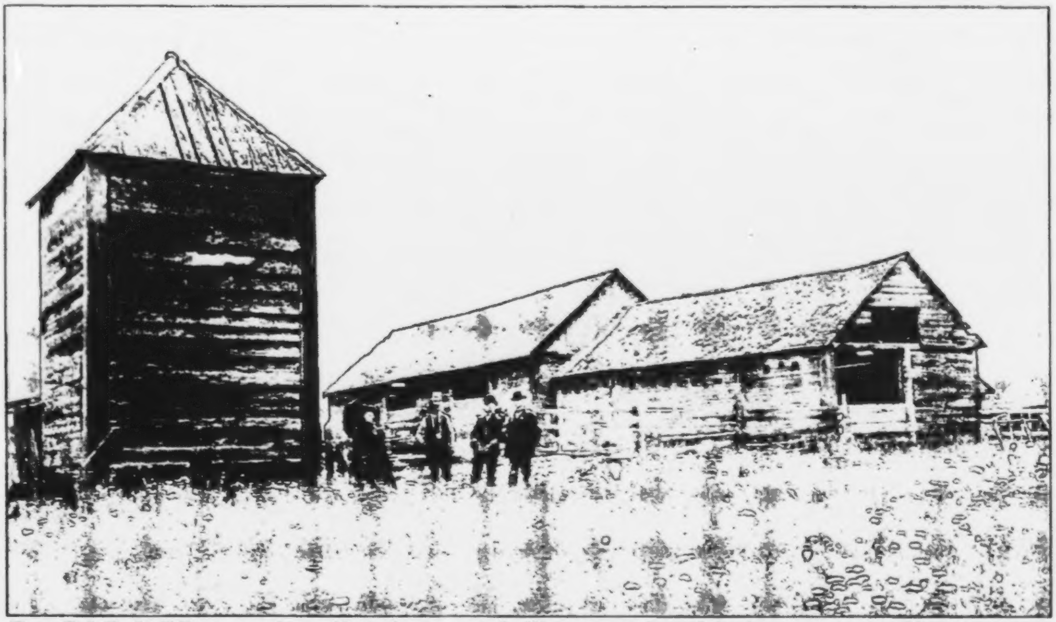
Later observers described the activities at the fishery. Artist Paul Kane visited in August 1847 at the height of the salmon run when the fish moved in "one continuous body . . . more resembling a flock of birds than anything else in their extraordinary leap up the falls, beginning at sunrise and ceasing at the approach of night." Father Pierre Jean DeSmet watched men catching up to three thousand salmon each day, using spears and J-shaped baskets placed in the falls. After cleaning and filleting the catch, the women hung the fish to dry in the sheds. Excess fish were used later for trading.[6]

Thompson built a canoe while visiting the busy fishery and then launched his voyage down the Columbia, reaching the Pacific Ocean in July 1811. To his great disappointment, he found that upstart Americans from the Pacific Fur Company already had established Fort Astoria. Two Astorians who accompanied him on his return trip up the Columbia built three posts, two of which competed directly with ones previously established by Thompson. These included Fort Okanogan (1811) at the mouth of the Okanogan River; Fort Spokane (1812), just a stone's throw away from Spokane House; and another post (1812) near Saleesh House. The rivalry was short-lived, however. The outbreak of the War of 1812 helped convince the Astorians to sell their assets to the North West Company, which in turn merged with the Hudson's Bay Company (HBC) in 1821.[7]

Within a short time, HBC officials decided to cut expenses by moving the district headquarters from Spokane House to Kettle Falls. Sir George Simpson, HBC Governor in North America, preferred the new location for its easy access to the Columbia River as well as its agricultural potential. He negotiated with an Indian leader who gave a tract of land for a trading post but refused to share the Kettle Falls fishery. The Spokane Indians were unhappy with the loss of a post in their territory. "The Spokans [*sic*] will not be pleased at the removal of the fort," Simpson wrote to HBC employee John Work in April 1825. "You must secure the Chiefs with a few presents besides fair words."[8]

Construction of Fort Colvile began in August 1825 but proceeded slowly, due in part to the apparent ineptitude of some of the crew. The new quarters were ready by the following spring and provided a log stockade surrounding a number of log buildings, constructed in the post-and-sill style common to HBC posts. Simpson described Fort Colvile in the early 1840s as "cleaner and more comfortable" than any other fort between there and the Red River.[9]

Simpson's belief in the agricultural potential of the Colville Valley proved accurate. By 1841 the HBC farm spread over two hundred acres, two-thirds of which grew crops of wheat, potatoes, barley, oats, corn, peas, and garden produce. The company's cattle herd had increased from the initial bull and two heifers in 1825 to nearly two hundred by



Fort Colvile buildings, no date. Note the post-and-sill construction of the log structures. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2443).

1841. Farm facilities expanded in 1830 with the construction of a water-powered grist mill on the Colville River. In addition to supplying its own needs, Fort Colvile sold cheese, butter, and pork to the Russians at Sitka, Alaska, and sent flour, cornmeal, pork, and other products to HBC operations throughout the Pacific Northwest.[10]

HBC's principal business was not farming, of course, but furs, and it enlisted the local Indian population in this endeavor. Indians did most of the trapping in the Colvile District, trading pelts from beaver, otter, muskrat, bear, marten, and other animals for weapons (knives, guns, and ammunition), tools (traps, axes, and firesteels), domestic items (wool blankets, cotton cloth, mirrors, and beads), and tobacco. HBC generated considerable money from this trade. "We made an enormous profit on the Indian trade," wrote HBC employee Ross Cox in 1832. Traders would exchange a gun, worth approximately $6, for twenty beaver pelts, worth $40 to $50 each. Similarly, a couple of yards of cloth, worth less than $1, traded for eight skins.[11]

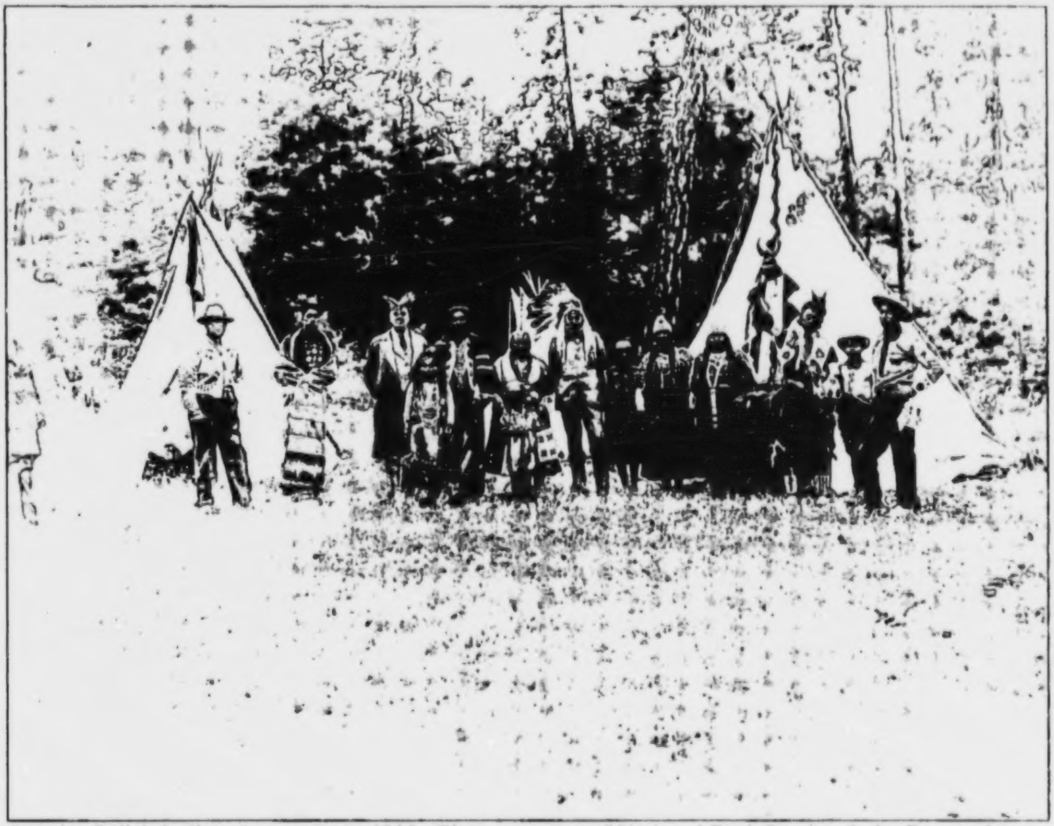
The trade relationship altered many aspects of traditional native life. Indians quickly became dependent on traders for material goods, particularly ammunition and tobacco. Although Fort Colvile was not a traditional winter camp, it attracted Indians who began to winter nearby, taking food from the traders during hard winters such as 1830-1831. Gifts of food and tobacco to chiefs and other Indian leaders gradually eroded the power of traditional leaders until the HBC traders became authority figures in the region. HBC employees encouraged the men to trap during the usually sedentary winter months, with varying success. Prostitution, drinking, and gambling-induced poverty all had negative impacts on traditional culture. On a more positive side, intergroup warfare appears to have decreased after traders arrived. Paradoxically, the acquisition of guns and ammunition put the Interior Salish on a more even footing with the Plains tribes.[12]

When missionaries came to the Upper Columbia region, determined to change Indian lives, native people were somewhat prepared for their arrival. Many tribes had contact with French Canadian and Iroquois trappers whose Roman Catholic practices exposed Indians to a new set of beliefs. HBC Governor Simpson sent the sons of two influential chiefs to the Anglican missionary school on the Red River (now Winnipeg) in 1825; they returned four years later and began to teach about Christianity. One of these young men, Spokan Garry, taught hymns, prayers, and the practice of saying grace before meals, all of which appealed to Indians who had traditionally practiced a variety of rituals.[13]

The first missionaries came in direct response to a delegation of Flathead and Nez Perce Indians who traveled to St. Louis in 1831. Their request for religious instruction for their people resonated with Americans, fueled by a religious revival and interest in proselytizing. The first missionaries went to the Willamette Valley in Oregon Territory in 1834, and two years later others settled among the Cayuse near Walla Walla and the Nez Perce at Lapwai. Samuel Parker, an itinerant Protestant missionary, came to Fort Colvile in 1836 and is credited with giving the first church service there. When Elkanah Walker and Cushing Eells and their wives arrived at the fort in 1838, HBC trader Archibald McDonald suggested the site of Tshimakain (Chamokane), now Walker's Prairie, for their church. These missionaries soon had a congregation of two hundred Spokane Indians, but the numbers did not hold up. During their ten years there, Walker and Eells had little success in changing the nomadic lifestyle of the Spokane people or in converting many to Christianity. They closed the mission in June 1848, a few months after disillusioned Cayuse Indians had turned against their missionaries and murdered them at Waiilatpu.[14]

Catholics joined Protestant missionaries within a short time. Two Jesuit priests stopped briefly at Fort Colvile during the winter of 1838-1839 to minister to HBC employees and their families. One of them returned the following summer for a longer stay, resulting in many Indian baptisms and confessions. More importantly, the goodwill he generated laid the groundwork for a Catholic mission there. The indefatigable Father Pierre Jean DeSmet spent ten days at Fort Colvile in May 1841, continuing the pattern of short visits to baptize and preach. Father Anthony Ravalli built the first chapel for the Indians at Kettle Falls in 1845. This was followed two years later with the construction of the more permanent St. Paul's Mission on the hill above the falls. Catholic missionaries visited the Spokane people during this same period, coming from a mission among the Coeur d'Alenes. After Chief Baptiste Peone requested a permanent missionary for the Upper Spokane, Father Joseph Cataldo took up residence there in December 1866 and built St. Michael's Mission. Other Catholic churches in the region included the Church of the Immaculate Conception, near the U.S. Army post, and St. Francis Regis.[15]

Like the fur traders, missionaries had considerable impact on the culture of native peoples since they worked to totally change the traditional religious and social systems. They preached against the practice of polygamy, despite its important place in the native



Interior Salish Indians in camp, ca. 1935. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2506).

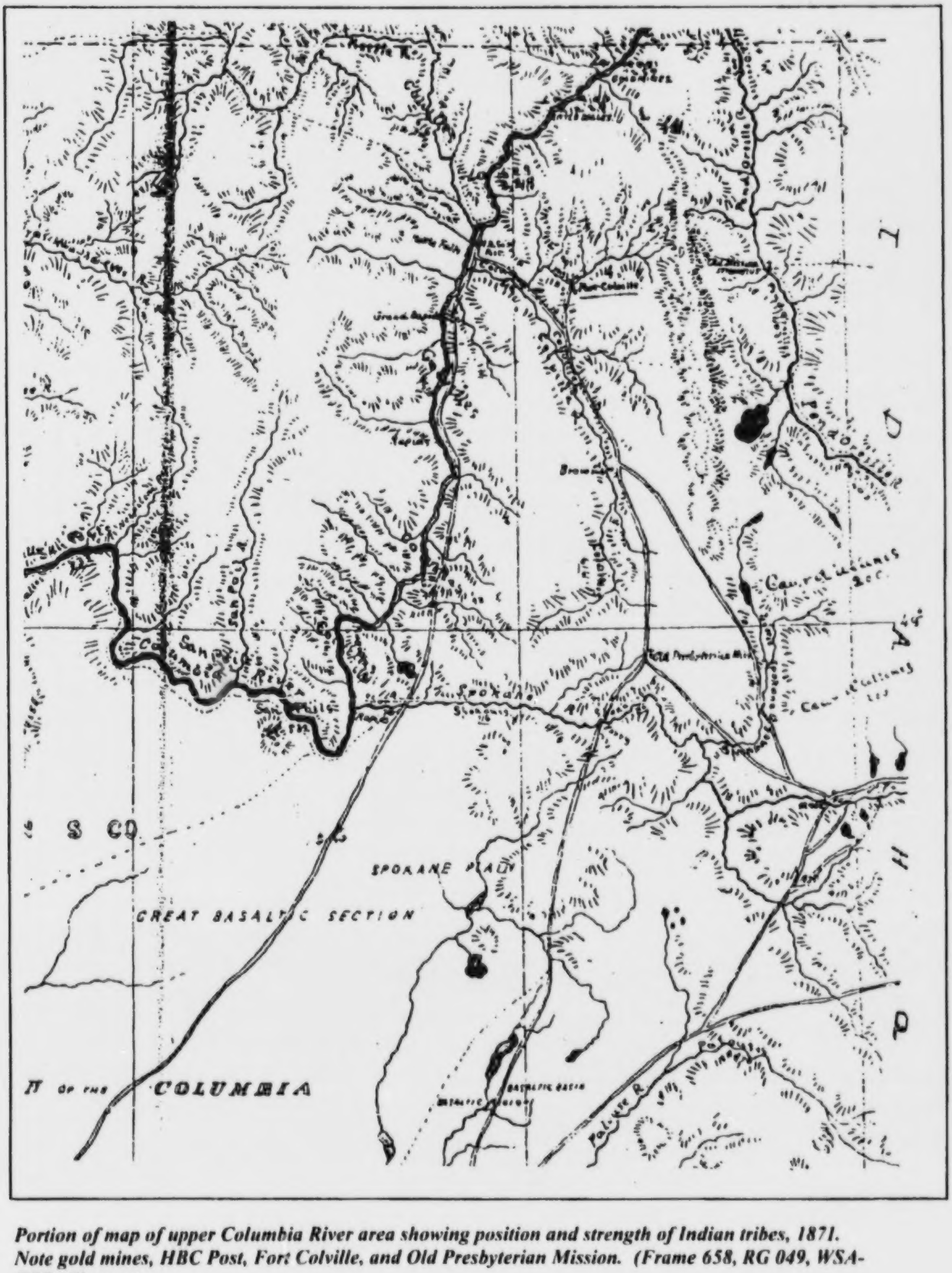
cultural, political, and economic systems. They urged men to take up farming and failed to understand their reluctance to assume what was considered women's work. They hoped to end the nomadic lifestyle of Indians and to have them settle in small cabins; such dwellings, however, were not suitable for the traditional extended family. Those Indians who did become Christians faced many problems: non-Indians still saw them as inferior while Indians often despised them for giving up the ways of their forefathers.[16]

Tensions between Indians and non-Indians increased dramatically during the 1850s. Following the creation of Washington Territory in 1853, Isaac Stevens was appointed both governor and ex officio Superintendent of Indian Affairs; it was in the latter position that he was mandated to take a census of the tribes and negotiate treaties for the United States. These treaties were key to the eventual construction of the transcontinental railroad since all Indian claims to land along the route had to be extinguished. Stevens called for a council in Walla Walla in 1855. Prior to meeting with the governor, leaders of several tribes, including Yakama, Walla Walla, and Nez Perce, met in the Grand Ronde Valley in Oregon to devise a strategy for outwitting Stevens. If each chief demanded his tribe's entire territory for a reservation, they reasoned, then non-Indians would be left without any land. Stevens had a spy among the Indians, however, Hollolsotetote (Lawyer) of the Nez Perce, who revealed the plan to Stevens. Lawyer's announcement at the council that he would sign the treaty upset the other chiefs, who were further were alarmed by Indian Agent Joel Palmer's explanation that non-Indian settlement could not be stopped. By the end of the council, the tribes had ceded sixty thousand square miles and reserved substantially less acreage for three reservations, an annual payment of $500 to the chiefs, and promises of agricultural equipment and provisions worth close to $650,000.[17]

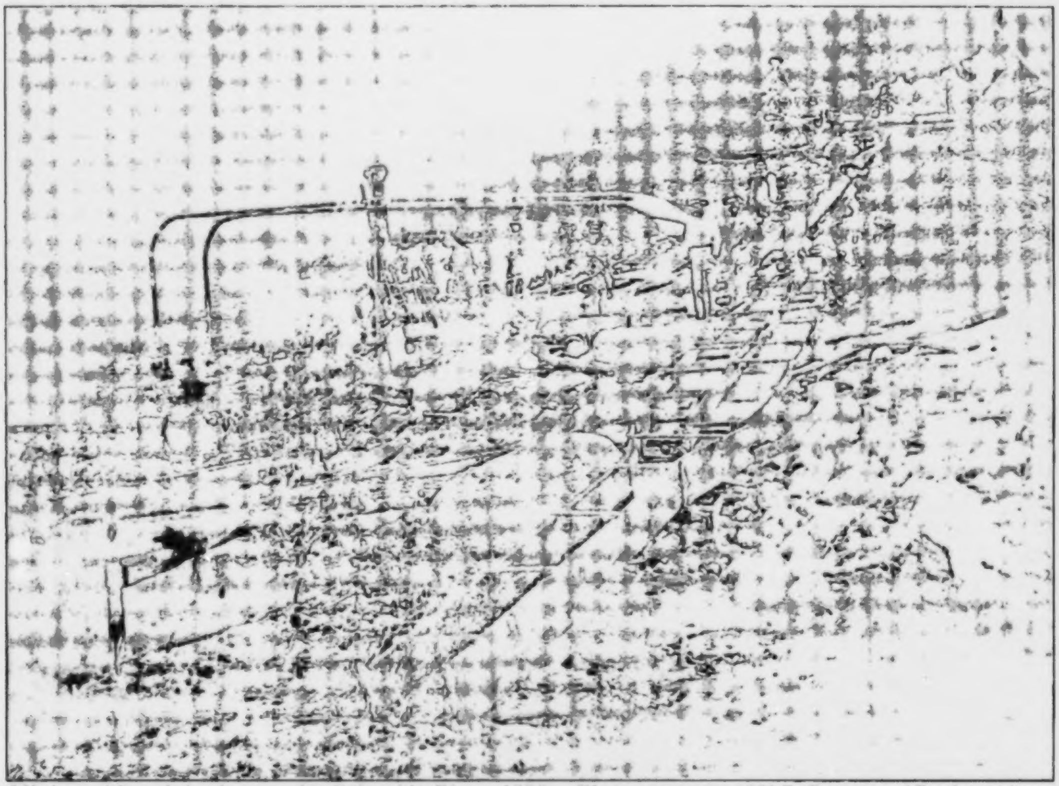
Tribal resentment exploded that summer, fueled by clashes with miners trespassing on land reserved for Indians. In the fall of 1854, an HBC employee discovered gold on the sandbars of the upper Columbia River, in the vicinity of Fort Colvile. When the news leaked out a few months later, a predictable rush of miners flooded the region just as Stevens was concluding the treaty process. Colville chief Peter John closed his lands to non-Indians in August 1855, and the following month a number of miners and an Indian agent were killed by Yakamas. A state of war erupted, and both sides remained on high alert during the next three years. Stevens met with leaders of the Spokane, Coeur d'Alene, and Colville tribes late in 1855 in an effort to contain the war. They reached no agreements at that time, however, and a meeting planned for the following spring never occurred.[18]

While the Colvilles and their neighbors remained relatively aloof from the fray, the Spokanes allied themselves with the Coeur d'Alenes, Yakamas, Kalispels, and Palouse to protect their lands from further encroachment from non-Indians. A frightened group of settlers met at Fort Colvile in November 1857 and petitioned the government for a company of soldiers to protect them. Discovery of gold on the Fraser River in British Columbia in 1858 intensified the problem. Col. Edward J. Steptoe and his two hundred troops felt the full force of Indian wrath when they ventured out from Fort Walla Walla in May, only to be soundly defeated by a coalition force of between six hundred and sixteen hundred Indians. The victory, while sweet, was short-lived. Col. George Wright and his Army troops won two decisive battles later that summer and ended the war. In an effort to permanently cripple the Indians and ensure that they could never fight again, Wright ordered the killing of eight hundred horses, a devastating blow to a people whose welfare and wealth depended upon these herds. Troops also destroyed grain crops and stores of food in Spokane territory and then hung fifteen Indians for alleged murders. The war was over, but the memory lived on.[19]

Following the defeat of the interior tribes, the U.S. Army responded to the request for a post in the vicinity of HBC's Fort Colvile to monitor the border and help prevent future trouble between settlers and Indians. Two companies of the 9th U.S. Infantry, under the command of Pinkney Lugenbeel, arrived in the spring of 1859 to begin construction of Fort Colville, located about three miles east of the present town of Colville. Within four years, it encompassed forty-five buildings. Pinkney City, an occasionally wild settlement, grew up near the army post and came into prominence during the 1860s as a supply point for mines in the region. Supplies arrived from Walla Walla via pack trains, and later freight wagons, on a major trail through the Colville Valley.[20]


Kettle R.
Fort Colville
Columbia River
Spokane
Old Presbyterian Mis.
Pend Oreille R.
S CO
SPOKANE PLAIN
GREAT BASALTIC SECTION
COLUMBIA
Palouse R.
I
D
A
H
O

Portion of map of upper Columbia River area showing position and strength of Indian tribes, 1871. Note gold mines, HBC Post, Fort Colville, and Old Presbyterian Mission. (Frame 658, RG 049, WSA-ERB, Cheney.)



Mining with a sluice box on the Columbia River, 1890s. Photo courtesy of U.S. Bureau of Reclamation, Grand Coulee (USBR Archives 908).

Miners initially concentrated on placer gold, found most readily in sand and gravel deposits in rivers and streams. The prospectors included many Chinese, who frequently worked claims abandoned by their Euroamerican counterparts. A store at Hawk Creek served nearly three hundred Chinese miners working along the river in the late 1870s. Within a few years, the region's Chinese population had grown to approximately one thousand, making more Chinese than white miners along the Upper Columbia. Their numbers dropped, however, as ore deposits decreased and restrictive laws increased. Some returned to China, while others moved to cities for more lucrative work.[21]

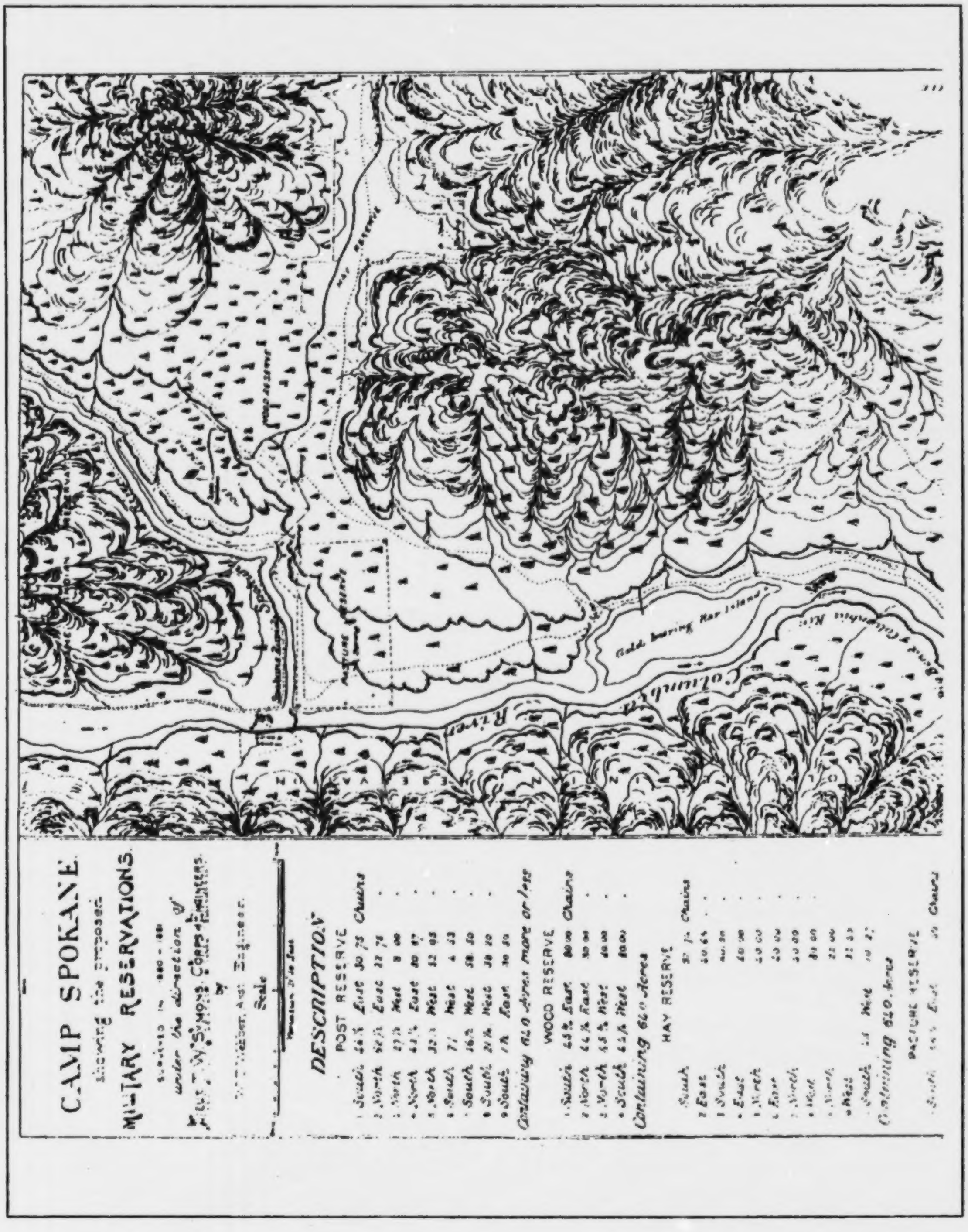
The mining boom stimulated the growth of agriculture in the region, particularly in the relatively temperate Colville Valley and in the Columbia Valley south of Fort Colvile. Some former HBC employees had taken up farms in this area, starting as early as the 1830s. They supplied food to the fur trade post and later sold agricultural products to the Army and the burgeoning mining population. In addition to the non-Indian farmers, many Colville and some Lakes Indians farmed their traditional lands in the same area. Some continued their semi-nomadic lifestyle at least part of the year. After planting their crops in the spring, they left for their annual cycle of root gathering and fishing. They then returned to their farms in the fall to harvest crops from their untended fields. Indian agent William P. Winans reported that Indians apparently had more success with garden produce than their non-Indian neighbors due to their warmer growing season at the mouth of the Colville River. "I purchased early in July peas, carrots, beets, onions, cabbages, etc.," he wrote, noting that the Indians "are the only ones that have so far successfully cultivated the tomato, the frosts not troubling them as early as those living further up the valley."[22]

Winans was one of a series of Indian agents who dealt with tribes on behalf of the government during this period. Pinkney Lugenbeel had taken on these duties as early as 1861 in connection with his role at Fort Colville. From 1868-1872, the agent was known as the "farmer-in-charge." His duties included encouraging agriculture in the belief that this would help Indians adapt to white culture. Once native people had settled on individual farms, the government planned to open "excess" lands for non-Indian settlement.[23]

By the early 1870s, Indians realized that it was in their interests to secure a reservation since settlers were taking over much of their traditional lands. The government also believed that it was important to move non-treaty Indians to reservations to finally establish which lands were available for white settlement. Superintendent of Indian Affairs for Washington Territory, T. J. McKenny, recommended that the Colville reservation be an area at least forty miles square that included "the old fisheries south and west of the Hudson's Bay trading post." An Executive Order of April 9, 1872, set aside a reservation that included roughly all of northeastern Washington east of the Columbia River and north of the Spokane River, to accommodate Colville and neighboring tribes.[24]

Agent Winans had a different view, however. As a merchant, he perceived development of the Colville area proceeding more smoothly without Indians; this was a view probably shared by many settlers. Winans wrote to his Congressional delegate and recommended that the reservation be moved to the other side of the Columbia River. The Executive Order of July 2, 1872, accomplished his goal with a 2.8 million-acre reservation bounded on the north by Canada, on the west by the Okanogan River, and on the south and east by the Columbia River. Winans saw the proposition as a win-win situation. The earlier reservation was too small for the large Indian population, he claimed, and did not have enough grazing land for their herds. Further, since most of the good agricultural land was already taken by non-Indians, they would have to move before Indians could have the land.[25]

Colville leaders appealed to President Ulysses S. Grant in the strongest terms, saying that this move would deprive them not only of their farms and hay lands, but also their homes, villages, and mission that were all east of the Columbia. They feared being unable to rebuild if forced to move and worried that "the little progress in civilization we made already will be lost."[26] Special Commissioner John P. C. Shanks, assigned to investigate Indian affairs, reported on conditions in the Colville area in 1873. He noted the duplicity of Agent Winans and called the forced move to the new reservation "expensive, troublesome, dishonorable, and wicked."[27] Ultimately, the effort was futile and most Indians had moved to the reservation by the 1880s. The government reached agreement to move the Moses band of Columbia Indians to the reservation in 1883, followed by Joseph's band of Nez Perce two years later.[28]


CAMP SPOKANE
showing the proposed
MILITARY RESERVATIONS
Scale
DESCRIPTION
POST RESERVE
Containing 640 Acres more or less
WOOD RESERVE
Containing 640 Acres
HAY RESERVE
Containing 640 Acres
PASTURE RESERVE
Chains
Columbia
River
Gold bearing Bar Island

Map of Camp Spokane and vicinity, 1880-1881. (Frame 774, RG 049, WSA-ERB, Cheney.)

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View of Fort Spokane from the south, ca. 1903. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 3014).

The Spokane Indians were not happy with this new reservation, however, since the area north of the Columbia was outside their traditional territory. In addition, most Spokane tribal members considered themselves Protestants, but most Indians on the newly formed Colville Reservation were Catholics. They refused to move, claiming that they would starve in the barren land north of the river. Agent John Simms advised the government that these people would not move voluntarily and warned of potential war if they were

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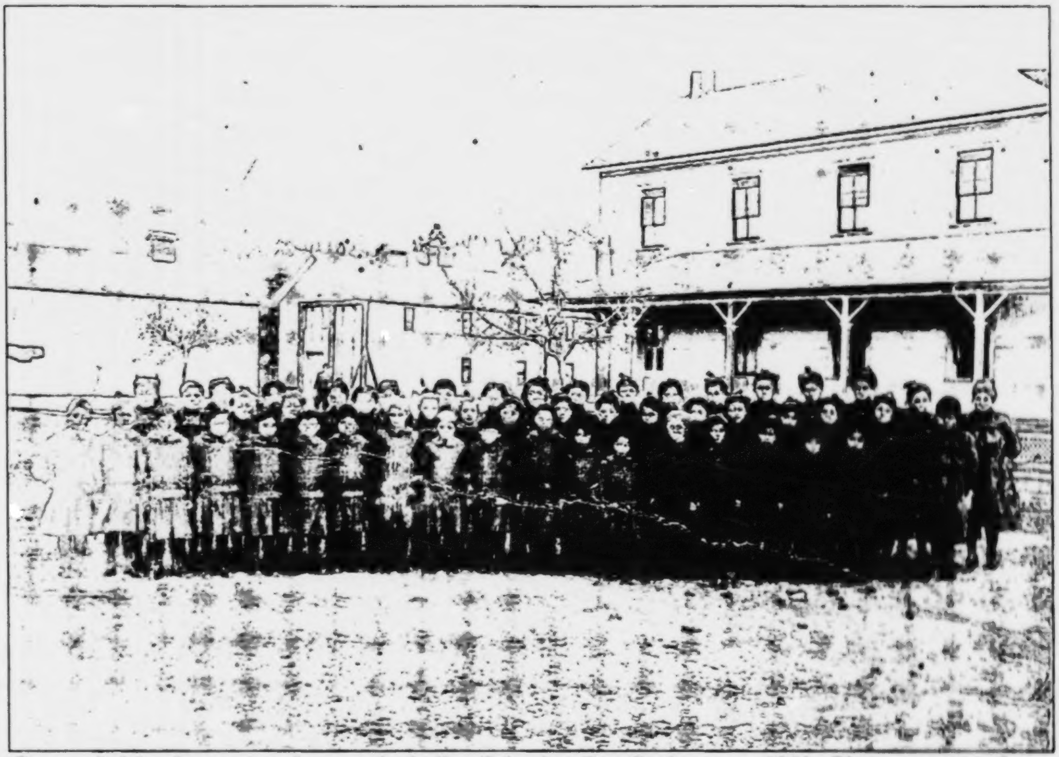
forced off their lands. Members of the Lower Spokanes negotiated with Col. E. C. Watkins, an Indian Inspector, in August 1877, with the result that land known as "Lot's Reservation" was set aside for their use. They pushed for additional land to accommodate the whole tribe and achieved some boundary adjustments reflected in the Executive Order of January 18, 1881. This officially established the Spokane Reservation with 154,898 acres. The Middle and Upper Spokanes did not want to move to the new lands until they had been compensated for the loss of their traditional lands, by then occupied by the rapidly growing city of Spokane Falls. In an agreement signed in March 1887, tribal members ceded their lands and agreed to move in return for approximately $127,000 for building materials, cattle, seeds, and farm equipment. Most of the Upper Spokanes moved to the Coeur d'Alene Reservation in Idaho while the Middle Spokanes moved to the Spokane Reservation.[29]

General Oliver O. Howard, commander of the Department of the Columbia, approved the site for a new military post, at the confluence of the Columbia and Spokane rivers, in 1880. The advantages of the new location included proximity to the new Northern Pacific Railroad line at Spokane Falls to facilitate rapid movement of troops if needed. Howard relocated a garrison of the 2nd Infantry from Camp Chelan to Camp Spokane in October 1880, and they were joined over the next five years by troops from Fort Colville. An Executive Order in January 1882 made the camp a military reservation, and the name changed to Fort Spokane a month later. The original tents and log cabins were replaced eventually with forty-five buildings suitable for a permanent six-company post. The fort's layout featured a large parade ground surrounded by frame and brick buildings. This was a time of relative peace in the Inland Northwest, however, and the troops at Fort Spokane saw little action aside from routine drills, parades, and patrol duty. In an effort at efficiency and economy, the Army decided to consolidate Fort Spokane with two other regional posts, with the new post to be built near the city of Spokane. Before this change was completed, troops left Fort Spokane for the last time in April 1898, heading to the Spanish American War. The Army did not reoccupy the post after this date.[30]

The Secretary of War turned the abandoned post over to the Secretary of the Interior for an Indian School on August 28, 1899. At that time, the federal government had been funding Indian schools for nearly eighty years. A new off-reservation industrial school at Carlisle, Pennsylvania, opened in 1879 and soon became the model for Indian boarding schools. The philosophy moderated ten years later, with increased emphasis on day schools for younger children, boarding schools for intermediate students, and off-reservation industrial schools to carry students through the eighth grade.[31]

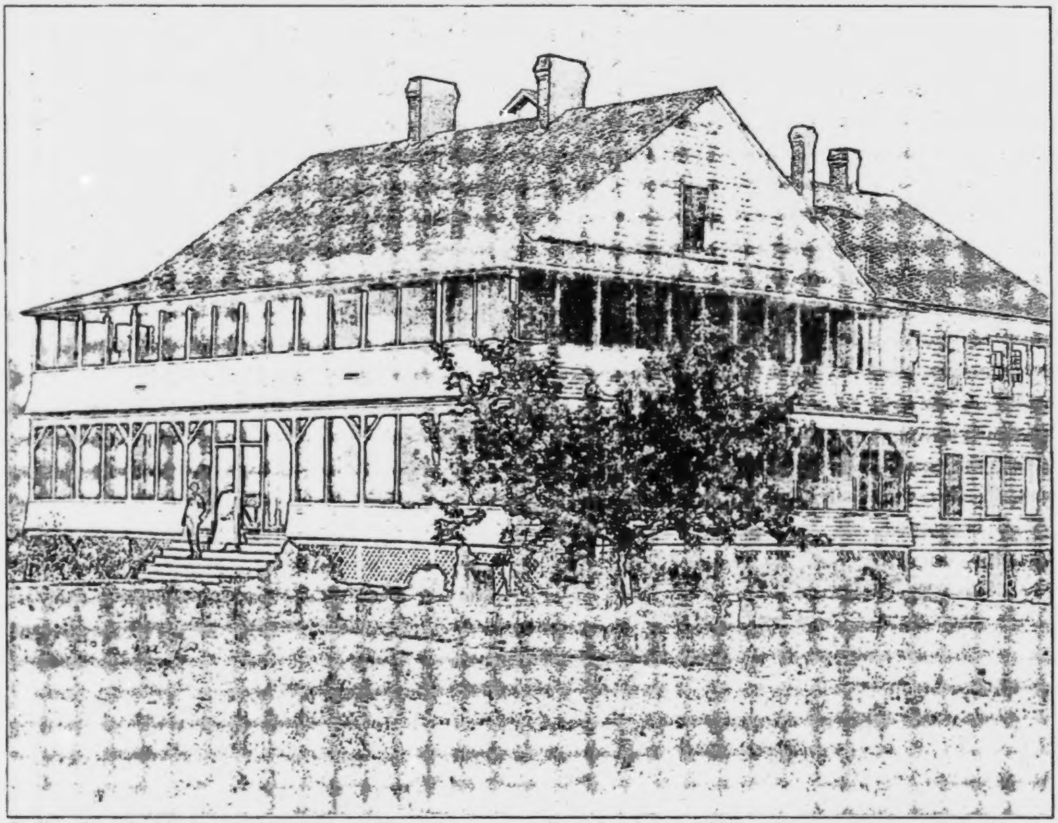
The Indian Service saw the abandoned buildings at Fort Spokane as a good site for a boarding school to supplement the day school at Nespelem. The school opened on April 2, 1900, serving up to two hundred Indian children. The underlying philosophy of all Indian schools was the destruction of Indian culture, which, it was believed, would lead to assimilation into American culture. The children at the Fort Spokane school attended classes only half a day, with the remainder of each day devoted to vocational training. The boys practiced farm skills, such as feeding chickens, milking cows, or working in the garden. The girls, on the other hand, learned domestic work such as cooking, laundry,



Group of girls who were students at the Indian School at Fort Spokane, ca. 1903. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 3016).

ironing, and making beds in the dormitory. Children who ran away were returned to the school where they spent time in the former military guardhouse as punishment. Enrollment dropped and expenses increased, causing the school to close in 1908. A hospital that followed the school specialized in treating respiratory diseases in children from reservations throughout the West. Again, rising costs forced its closure after just two years. Another hospital operated there from 1918 until 1929, when the facilities were closed permanently.[32]

The displacement of Indians continued as more non-native people settled permanently in northeastern Washington. Interest in the mining and agricultural potential of the Colville Reservation led to the cession of the north half in 1891, a move bitterly opposed by Sanpoil and Nespelem tribal members. This agreement allowed 1.5 million acres to return to the public domain for eventual settlement by non-Indians. The north half of the Colville Reservation was opened to mineral entry in 1896, followed two years later by the opening of the south half. This gave non-natives claims on even more Indian land. The final blow came with the allotment of both the Colville and Spokane reservations in the early 1900s. Such division of reservation lands was guided by the General Allotment (Dawes) Act of 1887, under the premise that encouraging farming on individual allotment parcels within the reservations would help break the traditional social order and hasten assimilation. After each family head was given 160 acres and other individuals lesser amounts, the remainder of the reservation was thrown open to settlement by non-

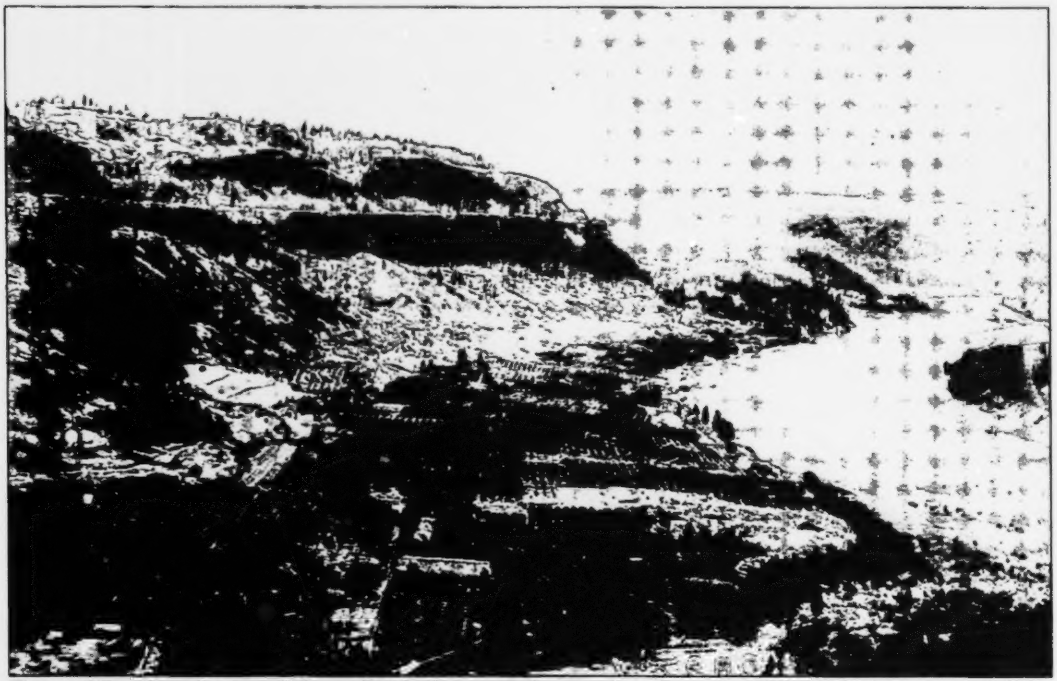


Indian hospital in former bachelor officers' quarters, Fort Spokane, 1920s. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2217).

Indians. Indians on both reservations took allotments along the rivers wherever there was flat land. This caused a local newspaper to complain in 1914, "The Indians have taken the cream of the reservation. Their allotments cover practically all of the valleys along the streams, including the rich irrigable lands along the west bank of the Columbia." The Spokane Reservation was opened for homesteaders in 1909 and the following year for mineral entry. Settlers began claiming Colville Reservation lands in 1916.[33]

Railroads stimulated settlement along their routes in northeastern Washington. The completion of the Northern Pacific Railroad through Spokane and Lincoln counties in the early 1880s brought an influx of new settlers. Later that decade, the Spokane Falls & Northern line initiated service from Spokane Falls to Colville and brought both residents and industries to this region; this line extended to Northport in 1892 and to the border a year later. The railroads not only brought new people but also provided a way for farmers and industries to get their products to market. By 1900, farming was the dominant land use in the Columbia valley, with particular emphasis on orchard crops. While many farmers pumped irrigation water from the Columbia, those associated with the Fruitland Irrigation District used water from the Colville River, which reached their farmlands with an extensive ditch and flume. Grain and livestock came to dominate the more arid lands of Lincoln County.[34]

The perceived potential for these arid lands stimulated investigations into ways to bring water to the Columbia Basin. Two plans were extensively examined, one to develop a gravity plan to bring water from the Pend Oreille River with a dam at Albeni Falls and one to pump water from the Columbia River. The pumping plan prevailed and called for construction of a dam at Grand Coulee and an equalizing reservoir to provide enough water to irrigate 1.2 million acres. This set the stage for a project that changed the face of northeastern Washington and generated ripple effects that reverberate today.[35]



Town of Peach and some of the orchards that gave the town its name, ca. 1920. Both the town and the trees were flooded by Lake Roosevelt. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2930).

Endnotes

[1] Statement of Colville and Okanogan chiefs to President Calvin Coolidge in November 1925, in Maria Ilma Raufer, *Black Robes and Indians on the Last Frontier: A Story of Heroism* (Milwaukee: Bruce Publishing Co., 1966), 428.

[2] David H. Chance, *People of the Falls* (Colville: Don's Printery for Kettle Falls Historical Center, Inc., 1986), 10-32. This book provides excellent summaries of the significance of the various periods, written by the archaeologist who did most of the work at Kettle Falls.

[3] Lillian A. Ackerman, *Ethnographic Overview and Assessment of Federal and Tribal Lands in the Lake Roosevelt Area Concerning the Confederated Tribes of the Colville Indian Reservation*, Project Report No. 30 (Pullman: Center for Northwest Anthropology, WSU, 1996), 111; Jerry R. Galm, ed., *A Design for Management of Cultural Resources in the Lake Roosevelt Basin of Northeastern Washington*, EWU Reports in Archaeology and History 100-83 (Cheney: Archaeological and Historical Services, 1994), 6.2; Verne F. Ray, "Salmon Fishing by the Colville Tribes," in The Confederated Tribes of the Colville Reservation, et al. v. The United States of America, Indian Claims Commission, Docket No. 181-C, n.d., 11.

[4] Jack Nisbet, *Sources of the River* (Seattle: Sasquatch Books, 1994), 144-145, 149-151, 159.

[5] Richard Glover, ed., *David Thompson's Narrative* (Toronto: The Champlain Society, 1962), 335, 385.

[6] Chance, *People of the Falls*, 35-42.

[7] Craig E. Holstine, *Forgotten Corner: A History of the Colville National Forest, Washington* (Colville, Wash.: Colville Statesman-Examiner, Inc., 1987), 6; Washington Historical Records Survey, *Inventory of the County Archives of Washington. No. 33. Stevens County (Colville)* (Seattle: Washington Historical Records Survey, 1942), 7-8.

[8] David H. Chance, *Fort Colvile: The Structure of a Hudson's Bay Company Post, 1825 to 1871 and After* (Moscow, Idaho: Department of Sociology/Anthropology, UI, 1972), 4; R. Bouchard and D. Kennedy, *Indian Land Use and Occupancy in the Franklin D. Roosevelt Lake Area of Washington*, unpublished report prepared for CCT and USBR, June 1984, 58; William S. Lewis, "Information Concerning the Establishment of Fort Colville," *Washington Historical Quarterly* 16 (April 1925): 103, as quoted in Galm, *Design for Management*, 6.7.

[9] Sir George Simpson, *Narrative of a Journey Round the World, During the Years 1841 and 1842*, vol. 1 (London: Henry Colburn, 1847), 150. The Hudson's Bay Co. post was named for Andrew Wedderburn Colvile, who later became governor of the HBC. The spelling is frequently confused with the later U.S. Army post, Fort Colville.

[10] Chance, *Fort Colvile*, 8; O. B. Sperlin, ed., "Our First Horticulturalist," *Washington Historical Quarterly* 22 (January 1931): 48.

[11] Charles Dryden, *Up the Columbia for Furs* (Caldwell, Idaho: Caxton Press, 1949), 43, quoted in Deward E. Walker, Jr., with Sylvester L. Lahren, *Anthropological Guide for the Coulee Dam National Recreation Area*, UI Anthropological Research Manuscript Series, No. 33 (Moscow: Laboratory of Anthropology, UI, 1977), 44.

[12] Walker, *Anthropological Guide*, 46; Bouchard and Kennedy, *Indian Land Use*, 60-64.

[13] Walker, *Anthropological Guide*, 47-48.

[14] Galm, *Design for Management*, 6.15; David C. Wynecoop, *Children of the Sun: A History of the Spokane Indians* (Wellpinit, Wash.: privately printed, 1969), 21.

[15] Galm, *Design for Management*, 6.15; Wynecoop, *Children of the Sun*, 22-24.

[16] Walker, *Anthropological Guide*, 49; Ackerman, *Ethnographic Overview*, 114.

[17] Robert Clark, *River of the West: Stories from the Columbia* (New York: Harper Collins West, 1995), 145-149; Bouchard and Kennedy, *Indian Land Use*, 75-76. Although the Yakama Tribe's name was spelled "Yakima" for many years, the treaty spelling was Yakama; the tribe officially returned to this earlier spelling in 1992.

[18] [Angus McDonald], "A Few Items of the West," typed manuscript, n.d.: 11-12, Angus McDonald Papers, SC 427, file 3/3, Montana Historical Society Archives, Helena; Fred C. Bohm and Craig E. Holstine, *The People's History of Stevens County* (Colville, Wash.: Stevens County Historical Society, 1983), 12-13; Walker, *Anthropological Guide*, 51; Wynecoop, *Children of the Sun*, 25-27.

[19] Bohm and Holstine, *People's History*, 12-13; Walker, *Anthropological Guide*, 51; Wynecoop, *Children of the Sun*, 25-27.

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[20] Bohm and Holstine, *People's History*, 13-17; Richard F. Steele, *An Illustrated History of Stevens, Ferry, Okanogan and Chelan Counties, State of Washington* (Spokane: Western Historical Publishing Co., 1904), 71-72; Washington Historical Records Survey, *Inventory of County Archives*, 40.

[21] Notes from interview with Henry Covington, in Ruth S. Strock, LARO Administrative Assistant, to Henry Covington, 28 Aug. 1960, file H14 Fort Spokane Research, Rehab., LARO.HQ.ADM; Galm, *Design for Management*, 5.3, 8.2, 8.8.

[22] Galm, *Design for Management*, 5.3; Bouchard and Kennedy, *Indian Land Use*, 81-84; Raufer, *Black Robes and Indians*, 128 [quote].

[23] Galm, *Design for Management*, 6.27-6.28; Bouchard and Kennedy, *Indian Land Use*, 82.

[24] Bouchard and Kennedy, *Indian Land Use*, 82, 84; Robert D. Dellwo, "The Spokane 'Reservations' – 1872 to 1881," *Rawhide Press* (Jan. 1981), 27.

[25] Raufer, *Black Robes and Indians*, 138; J. W. Powell, *Eighteenth Annual Report of the Bureau of American Ethnology to the Secretary of the Smithsonian Institution, 1896-97*, Part 2, (Washington: Government Printing Office, 1899), 858.

[26] Raufer, *Black Robes and Indians*, 138-139.

[27] Ibid., 140-141; John Alan Ross, "Political Conflict on the Colville Reservation," *Northwest Anthropological Association Research Notes* 2 (1968): 61.

[28] Deward E. Walker, Jr., "Plateau," in *Handbook of North American Indians*, v. 12, ed. by William C. Sturtevant (Washington, D.C.: Smithsonian Institution, 1998), 492-493; Ross, "Political Conflict," 61-62.

[29] Dellwo, "Spokane 'Reservations'," 27; Powell, *Eighteenth Annual Report*, 857; Wynecoop, *Children of the Sun*, 31-33.

[30] John D. Combes, "A Preliminary Investigation at Old Military Fort Spokane, Washington," Report of Investigations No. 30, (Pullman: Laboratory of Anthropology, WSU, 1965), 2-3; Cathy A. Gilbert and Renata Niedzwiecka, "The Historic Landscape of Fort Spokane: A Design Proposal" (Seattle: NPS, 1985), 5, 9-11; John A. Hussey, "Fort Spokane, Washington: A History of the United States Army Post and of the Fort Spokane Military Reservation" (San Francisco: NPS, Region Four, [1958]), 2-3.

[31] G. D. Meiklejohn, Acting Secretary of War, 28 Aug. 1899, file W30 Jurisdiction, LARO.HQ.ADM; Mary B. Davis, ed., *Native America in the Twentieth Century: An Encyclopedia* (New York: Garland Publishing, Inc., 1994), 84-85.

[32] Gilbert and Niedzwiecka, "Historic Landscape of Fort Spokane," 17-22; Frances LaBret, [untitled ms.], n.d., History – Fort Spokane box, LARO.HQ.LIB.

[33] Raufer, *Black Robes and Indians*, 147-148; Galm, *Design for Management*, 5.8, 5.11, 6.30; Davis, *Native America*, 27; "Making Ready to Open South Half of Colville Reserve," unidentified newspaper, 20 Nov. 1914, clipping file, Northwest Room, Spokane Public Library; Wynecoop, *Children of the Sun*, 35-36; Robert H. Ruby and John A. Brown, *A Guide to the Indian Tribes of the Pacific Northwest* (Norman: University of Oklahoma Press, 1986), 42.

[34] Galm, *Design for Management*, 5.4-5.5, 7.8, 7.17.

[35] USBR, *Project History 1933*, 13-73.

Chapter 2

The River Becomes a Lake

The U.S. Bureau of Reclamation (Reclamation) began constructing Grand Coulee Dam in the late 1930s after years of studies to determine the best ways to irrigate the Columbia Basin. The government purchased the land that would be flooded, and several thousand laborers cleared the reservoir area. During the summer of 1942, the reservoir behind the dam filled with water, and a 132-mile stretch of the mighty Columbia River became Lake Roosevelt.

Construction of Grand Coulee Dam

The decision to build the massive Grand Coulee Dam was not made casually. The controversy revolved around the location, design, and ultimate purpose of such a structure, not over its impacts upon humans and the natural environment. The dam was ultimately built as part of the Columbia Basin Irrigation Project, a huge federal project designed to irrigate much of the arid land in eastern Washington.

Two methods of irrigating the Columbia Basin were proposed and examined. The idea to build a large dam on the Columbia River and pump water into a storage reservoir in the Grand Coulee for irrigation was first proposed in the 1890s. It was countered by a rival plan to bring water to the Columbia plateau by a 134-mile gravity-flow canal from the Pend Oreille River in northern Idaho. The controversy over the relative benefits of these two schemes, the "pumping plan" and the "gravity plan," polarized Washington and national reclamation politics through the 1920s. Rufus Woods and the Columbia River Development League promoted the idea of a dam at the head of the Grand Coulee that would generate hydroelectric power to pump water above the dam into the Grand Coulee.

In 1918, Woods published an influential story on the idea in his newspaper, the *Wenatchee Daily World*. Washington power companies and the city of Spokane favored diverting water to the Columbia Basin, and they created the Columbia Basin League to promote that concept. Each side acted in its own self-interest, and the bitter debate lasted from 1918 until 1933.[1]

Roll on, Columbia, roll on,
Roll on, Columbia, roll on,
Your power is turning the darkness to dawn
Roll on, Columbia, roll on.

And far up the river is Grand Coulee Dam,
The mightiest thing ever built by a man,
To run the great factories and water the land,
It's roll on, Columbia, roll on.

-- "Roll On, Columbia," words by Woody Guthrie, 1941

The Reclamation Service (now the U.S. Bureau of Reclamation), the Army Corps of Engineers, and engineers sponsored by

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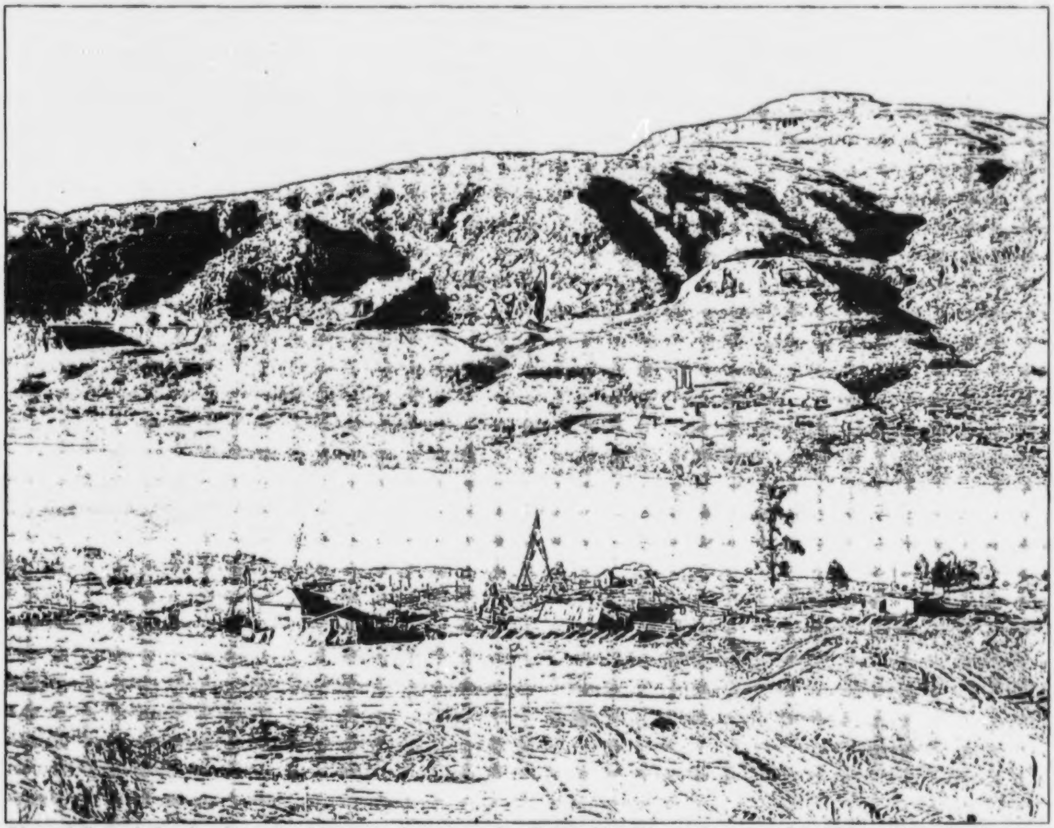


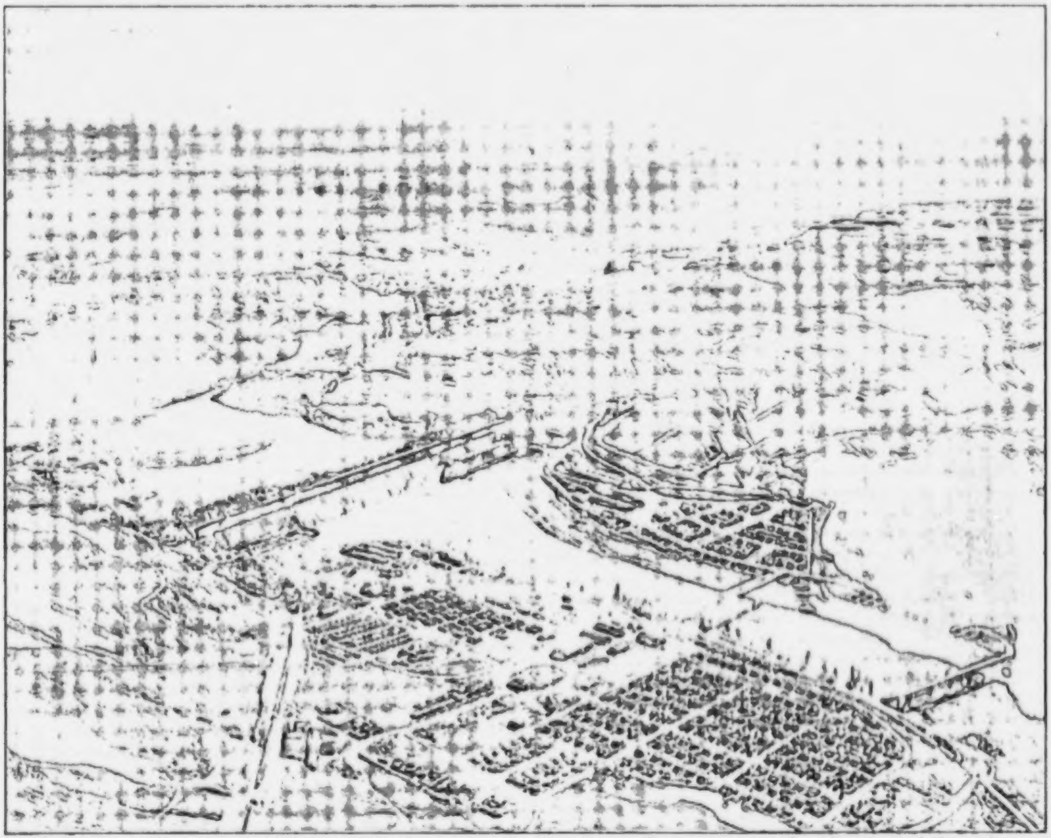
Site of Grand Coulee Dam looking north across the Columbia River, January 23, 1934. Note the ferry crossing. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2622).

the state of Washington and by private organizations spent over thirty years surveying the area and preparing reports on the feasibility of the two methods of irrigating the Columbia Basin. A decisive study known as the Butler Report, completed in 1931, provided an honest assessment of the two plans, coming out on the side of the pumping plan largely for economic reasons. Once the "pumpers" had won the prolonged debate, however, they still were faced with the daunting task of finding state or federal funding for the costly project.[2]

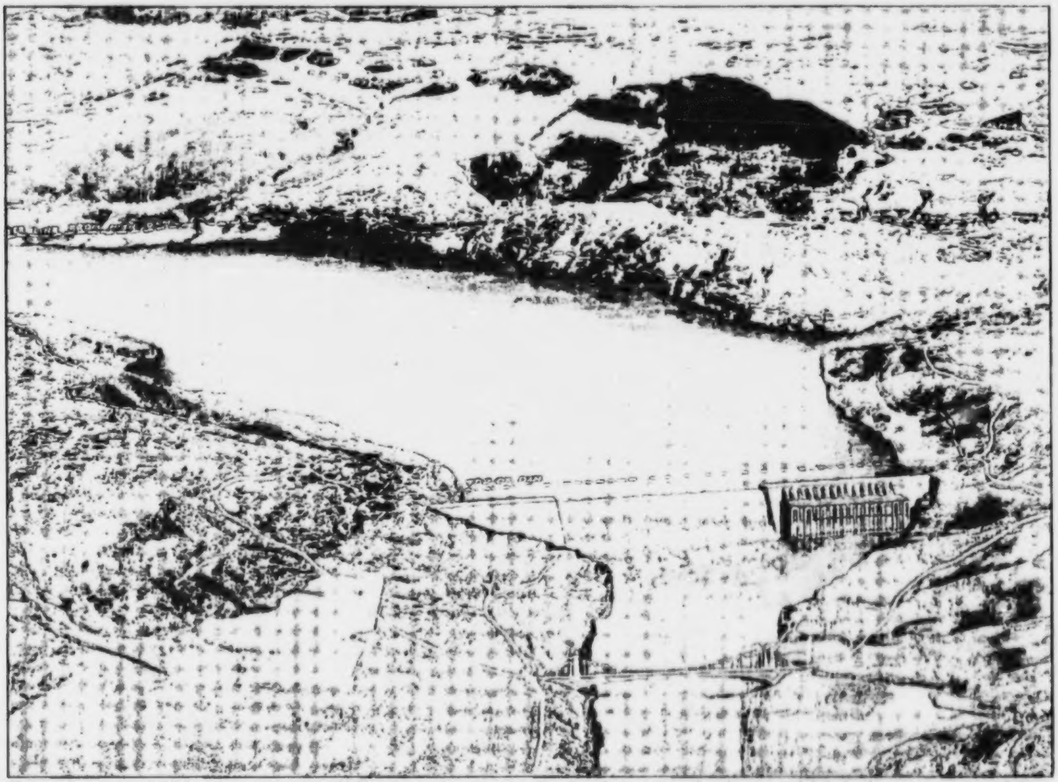
The federal role in damming the Columbia tied in well with the New Deal belief that the government should stimulate economic recovery by putting people to work and encouraging the creation of public utilities. Franklin D. Roosevelt, elected president of the United States in 1932, asked for plans for a low dam with foundations strong enough to support a higher dam later, one that would back water up to the Canadian border. In July 1933, Public Works Administration funds were allotted for the state to build a low dam at the Grand Coulee, and a few months later it became a federal project to be built by Reclamation. The cost was to be repaid from net revenues obtained from the sale of hydroelectric power. Within a few years, four gigantic concrete dams were all being constructed at the same time: Hoover (Boulder), Shasta, Bonneville, and Grand Coulee.

Hoover Dam, authorized in 1930, set the stage for integrated river basin planning. The New Deal backed the multiple-purpose concept for dams and also emphasized federal control and planning for the development of entire river basins. The Columbia River was soon well on its way to becoming an orderly and regulated waterway, managed to meet the needs of humans.[3]

Congress created the Bonneville Power Administration (BPA) in 1937. Although public power advocates had hoped for a Columbia Valley Authority modeled after the Tennessee Valley Authority, the BPA was not given such comprehensive authority. Its role was to market the power generated at federal dams, including Grand Coulee Dam. Because the BPA is charged with repaying the investment the federal government made in constructing the dam and the annual maintenance and operations costs, that agency also is involved in the operational aspects and the associated effects on cultural resources, recreation, endangered species, and other resources. Reclamation, however, operates and maintains Grand Coulee Dam and associated facilities. Title to all the land is held by the United States of America.[4]



Aerial view of the towns of Mason City (foreground), Engineers Town (across the river), and Grand Coulee (background), April 1940. The Grand Coulee extends to the right in the distance. Photo courtesy of U.S. Bureau of Reclamation, Grand Coulee (USBR Archives 536).



Drawing, ca. 1933, showing the difference in reservoir size between the low and high dams proposed for the Grand Coulee project. Photo courtesy of Washington State University (Grand Coulee Dam Site file, box 2A, Bridges and Dams, PC2).

The project of building Grand Coulee Dam is remarkable for its magnitude but not for any strikingly original technical accomplishments. The dam is a concrete, straight, gravity-type dam that rests on bedrock granite. Work began in 1933. Frank A. Banks was appointed Construction Engineer, and he stayed with the project until he retired in 1950. Soon some eight thousand workers, many of them young, single men, were employed on the dam construction project. Reclamation and the contractors constructed towns on both sides of the river close to the dam site to house their employees. By the end of 1937, the east and west sections of the dam had met.[5]

The decision to build Grand Coulee Dam higher than had originally been planned determined the size of the reservoir behind the dam. In 1933, the dam was designed to be a 200-300-foot low dam that would generate power and help in regulating navigation flows but would not aid in the proposed irrigation project. The reservoir created by the low dam would have reached 1,111 feet in elevation. In June 1935, Reclamation issued a change order for construction of the 500-foot high dam, which allowed for a reservoir reaching 1,290 feet in elevation and extending to the Canadian border. The Rivers and Harbors Act, signed August 1935, authorized the dam for the purposes of flood control, navigation, stream flow regulation, storage and delivery of stored waters, reclamation of public lands and Indian reservations, and the generation of hydroelectric power. Grand

Coulee Dam had evolved into a major national project, not just a local New Deal relief measure.[6]

Acquiring Land for the Reservoir Behind Grand Coulee Dam

> **Most of the 3,000 persons who were forced to move accepted their fate philosophically. . . . Many felt that this forced evacuation released them from a bondage that held them in the great canyon where tradition and custom bound them inevitably to a life of drudgery and poverty.**
>
> **-- WPA press release, 1940[7]**

When construction of Grand Coulee Dam began in 1933, many American Indians lived along the river bottoms between Whitestone Creek (near Jones Bay) and Inchelium and also farther upstream. Most were concentrated on the tongues of land close to the water or on the low benches along the river. A number of ferries crossing the river served these people and their neighbors farther from the riverbanks. Only a handful of white families lived in the immediate vicinity of the dam site, but a number of communities and small farming settlements were located along the river farther upstream. Fruit orchards, livestock raising, farming, logging, and mining supported the people living along the river. When construction of the dam began, the residents of northeastern Washington, white and Indian alike, were suffering from the effects of a series of agricultural recessions and mine closures and the nationwide Depression.[8]

Beginning in 1933, Reclamation engineers prepared to purchase land and rights-of-way for a reservoir that would stretch some 151 miles from the dam to close to the Canadian boundary. Surveyors worked for several years setting permanent monuments along the approximate 1,310-foot "taking line" to indicate the land the government needed to acquire. The "Columbia River Reservoir" eventually flooded approximately 70,500 acres, and Reclamation took an additional 11,500 acres of "freeboard" land (the strip of land between the 1,290 water line and the 1,310-foot taking line) for the reservoir. Within this area lay two railroads, three primary state highways, about one hundred and fifty miles of country roads, fourteen bridges, eleven towns, four sawmills, four telegraph and telephone systems, and many power lines and cemeteries. All of these had to be purchased and/or relocated before the waters came. Some towns were relocated to higher

> **Sometimes I just can't help but wonder if things might have been better up here if they hadn't built the dam.**
>
> **I think about it every spring when the water is down and I see that old town [Marcus] down there. It's not a pretty sight.**
>
> **-- Ed Frostad, former resident of old Marcus, 1985[9]**

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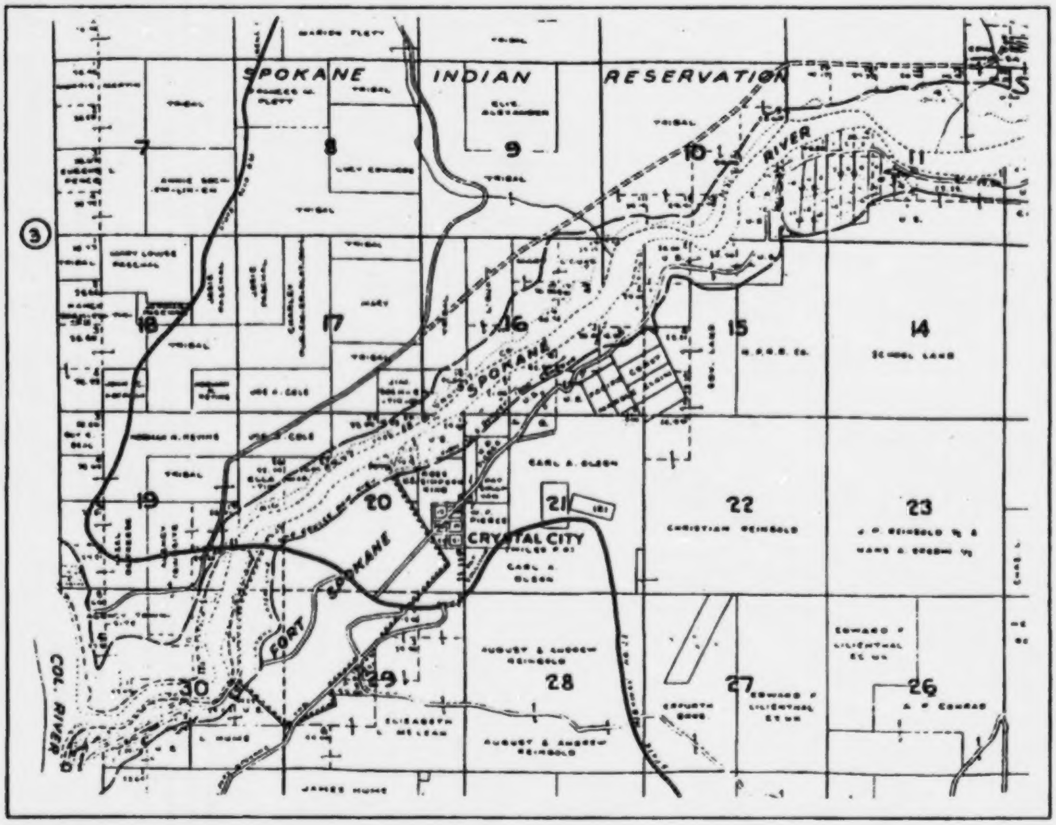
ground, but a number of small communities were not. In total, some three thousand people had to leave their homes because of the creation of the reservoir.[10]

As early as 1933, an appraisal board began valuing the twelve hundred parcels of land to be purchased. The appraisers considered the physical value of the land and also its productive and residential values. When landowners did not accept final government purchase offers, Reclamation filed condemnation suits. Many property owners felt that they did not receive fair value for their land. By the close of 1942, all of the lands required for the reservoir had been acquired by purchase or condemnation or were under contract to purchase. In the end, over $10.5 million was paid for this land, including town lots and farms, plus the relocation of railroads, highways, sawmills, and other improvements.[11]

The federal government paid property owners the market value of their land but did not cover moving and relocation costs. This was standard policy until 1958, when Congress


SPOKANE INDIAN RESERVATION
RIVER
SPOKANE
CRYSTAL CITY
FORT SPOKANE
COL. RIVER
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SCHOOL LAND
CARL A. OLSON
CHRISTIAN REINBOLD
AUGUST & ANDREW REINBOLD
ELIZABETH McLEAN
JAMES HUME

Portion of a 1930s map showing the land ownership at the confluence of the Columbia and Spokane rivers. The dashed line represents the water line at 1,300 feet, but the actual water line was at 1,290 feet and the taking line for Bureau of Reclamation acquisition of land was at a minimum of 1,310 feet. (Metsker's Atlas of Stevens County, Washington, [1930s], Stevens County Historical Society.)

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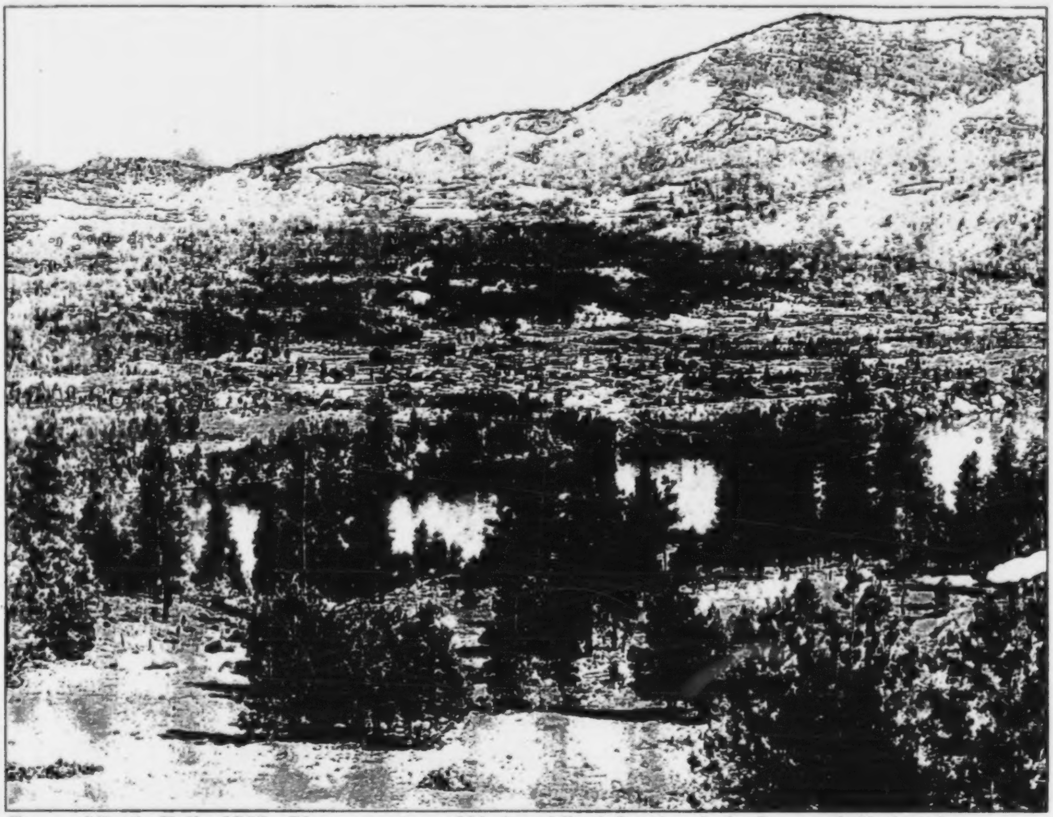

Town of Kettle Falls, 1938. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2784).

authorized payment for moving expenses. Some homeowners sold their property (real property – land – and improvements) to the government, then bought the house back for salvage at much lower cost. They then lived in the building until required to evacuate because of rising water and paid the moving expenses if they wished to relocate the house. These costs could be high; for example, house movers charged about $125 to move a home from old Marcus up to the new townsite less than a mile away on the hill. Reclamation did pay, however, for the moving of some buildings, such as the U.S. Forest Service Kettle Falls Ranger Station and Great Northern Railway facilities.[12]

The reservoir flooded eleven towns that had post offices. Daisy, one small town that was relocated, had three stores, two churches, a blacksmith shop, a creamery, a saloon, a highway department garage, and a high school. The school was rebuilt in a new location, but only the store and the service station were relocated. The town of Kettle Falls found a novel solution to its problem. Unable to obtain land adjacent to St. Paul's mission, their first choice for a new town site, Kettle Falls residents annexed the nearby higher town of Meyers Falls and a strip of land along the state highway connecting the two communities. The residents of both towns, after some political maneuvering, then voted to abandon the old town site and the strip. They gave the old town of Meyers Falls the new name of Kettle Falls. Many residents of Meyers Falls resented this forced merging of their town

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with their relocated neighbor. Marcus, with a population close to six hundred in 1940, was the largest town that had to be relocated. It was moved to a bench some 145 feet above the former town.[14]

Inchelium was another town that was flooded by the reservoir. The community had about 190 residents in the 1930s, mostly members of the Colville Confederated Tribes (CCT). There was heated controversy over the location of the new town, and in the end, the school and the Indian subagency were relocated a few miles away from the new town. Because payment for the school building was tied up in litigation, the school board had no money to buy or move the building, so the rising water began to flood the school. Ultimately, Reclamation had to lower the reservoir level to allow trucks to move the school at the last possible minute. Long-distance phone service was not provided to the new town for thirty years. Many of Inchelium's former residents had to move to other areas such as Okanogan, Omak, and Tonasket that were far from their homes. Many older people, according to anthropologist Verne Ray, died of grief, and the damage to the traditional culture was "incalculable."[16]

Projected distances below water:

Keller	**85 feet**
Peach	**235 feet**
Lincoln	**175 feet**
Gerome	**110 feet**
Gifford	**90 feet**
Inchelium	**130 feet**
Daisy	**75 feet**
Kettle Falls (town)	**30 feet**
Marcus	**45 feet**
Boyds	**30 feet**
Fort Colvile	**80 feet**
Kettle Falls (falls)	**90 feet**

-- Historical Research Associates, *Historic Resource Study*, 1980[13]

> **The river was the central and most powerful element in the religious, social, economic, and ceremonial life of my people. Suddenly, all of this was wiped out. The river was blocked, the land was flooded. The river we had known was destroyed. Our homesites were gone. The fordings were made impossible. The far banks were beyond our reach. The root-digging prairies were cut off. The salmon came no more, and with the disappearance of the salmon, our traditional economy was lost forever.**
>
> **-- Jim DeSautel, member, Colville Confederated Tribes, 1977**[15]

Besides established towns, hundreds of year-round villages and seasonal campsites of the CCT and Spokane Tribe of Indians (STI) had been established along both sides of the Columbia River and its larger tributaries, all waters that carried the life-sustaining salmon. In the 1930s, descendants of these people on the two reservations continued to live along the rivers. The southern half of the Colville Reservation was allotted to individual Indians in 1916 but held in trust by the government for the next twenty-five years. Members of both tribes chose their allotments adjacent to the Columbia River or the Spokane River whenever possible. Many of these people's homes were located within the future reservoir area.[17]

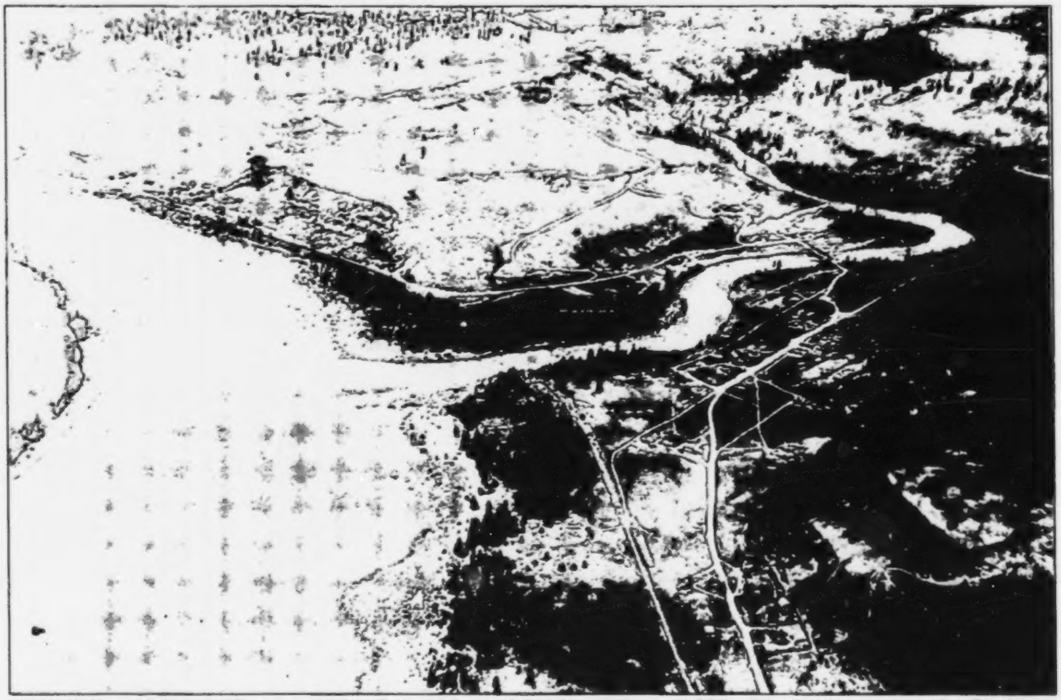
Lands acquired within the reservations for Grand Coulee Dam and Lake Roosevelt:

Colville Reservation		
Allotted	**14,844 acres**	**$259,458.83**
Tribal	**3,359 acres**	**$67,530.21**
Spokane Reservation		
Allotted	**1,855 acres**	**$37,174.64**
Tribal	**1,045 acres**	**$17,264.46**[18]

The right to purchase tribal and allotted lands was accomplished by the Acquisition of Indian Lands for Grand Coulee Dam Act of June 29, 1940, which authorized the Secretary of the Interior to take lands for reservoir purposes. There were three classes of land ownership on the two reservations: Indian allotments assigned to an individual for his personal use (the Indian owned the property but could not sell it - title was held in trust by the U.S. government); tribal lands (communal property of the entire tribe held in trust by the U.S. government); and alienated lands (Indian title extinguished, usually through homesteading or outright purchase). The actual acquisition of Indian allotted lands began long before the 1940 act was passed, and many people were forced to relocate before they even had been paid for their land and buildings. The acquisition of tribal lands was relatively simple, since the Secretary of the Interior was the trustee for these lands. Alienated lands were treated the same as privately owned lands not located on the reservations.[19]

The Act of June 29, 1940 required the Secretary of the Interior to determine the amount of money to be paid to the Indians as compensation for their lands. This was done on the basis of appraisers' reports and a Reclamation-prepared description of the land proposed to be acquired. The appraisal done by Reclamation's Board of Appraisers turned out to be more favorable to the owners of allotted lands than an independent appraisal done by the Office of Indian Affairs, due to different methodologies. The Reclamation appraisal was adopted, and funds were transferred to pay the Indian allottees or their heirs. In total, 18,203 acres of allotted and tribal land was purchased on the Colville Reservation and 2,900 acres (including the Klaxta town site) on the Spokane Reservation. Most of Klaxta, the area where the Spokane and Columbia rivers join, has since been turned back to the STI.[20]

Reclamation reported that the appraisals of Indian land were made on exactly the same basis as the appraisals of lands outside the reservations, but many tribal members at the time and in subsequent decades have disputed this contention. Most Indians received $500-$700 for their land. One man's timberland was reportedly appraised at the same value as sagebrush land. Under the Act of 1940, however, the decisions of the Secretary as to the value of allotted lands were final. Landowners with title in hand could challenge the appraised value and negotiate the amount of compensation, but the Indians' land was taken by "declaration" because the federal government had retained title to the allotted and tribal lands.[21]



Aerial view of the confluence of the Columbia and Spokane rivers, 1932. The bridge across the Spokane River was one of several that had to be relocated. The new bridge is closer to the confluence and historic Fort Spokane. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2961).

The CCT and STI suffered far-reaching injuries beyond the loss of their homes and land. Hundreds of Indian burials were relocated; others were inundated by the rising water. The construction of Grand Coulee Dam and the flooding of the reservoir destroyed fundamental aspects of tribal culture and forced Indians into a new, undesired way of life. The arrival of thousands of non-Indian dam workers and the construction of towns to house them created cultural conflict.

Both tribes gathered roots and berries on lands south of the Columbia River; this ended because of the influx of non-Indians to these lands and because crossing the reservoir was so difficult. Hunting was affected by the flooding of much bottomland forage. School-age children living in the Keller area of the Colville Reservation had to take a forty-mile (one way) school bus and ferry ride to school in Wilbur. The reservoir flooded sites with mythological significance, places to gather pitch wood and driftwood, and rock art. All these related impacts created great personal hardship and economic dislocation. The benefits to the tribes, on the other hand, were few. Relatively few tribal members were employed in the construction of the dam. The irrigation aspect of the project benefited lands south of the reservations, not agricultural lands owned or farmed by Indians.[22]

Another tremendous loss for the American Indians of the region was the loss of the fishery at Kettle Falls, the mouth of the Sanpoil River, Little Falls, and other places along the upper Columbia River in the area flooded by Lake Roosevelt. At the time of white contact, several species of salmon taken from the Columbia and tributaries provided perhaps half the total diet of the Colville and Spokane tribes. The salmon was also important to the tribes' religion, economy (dried salmon was traded for other goods), and social life. The fish runs on the Columbia River and in the Kettle Falls area began declining in the late 1800s due to commercial fishing in the lower Columbia and the Pacific Ocean and the construction of downstream dams. The sudden and complete loss of the salmon fishery upstream of Grand Coulee Dam dramatically changed the way of life of Indians living along the upper Columbia.[23]

In June 1940, American Indians from around the Pacific Northwest gathered at the site of St. Paul's mission above Kettle Falls for a final three-day "Ceremony of Tears" to mourn the loss of the ancestral fishing grounds. A crowd estimated at eight to ten thousand people attended the gathering. Chief Peter Joseph of the Kalispel commented that the government should reimburse the tribes for the loss of their fishing grounds, and Senator Clarence C. Dill pledged his support for a measure to accomplish this.[25]

We had a beautiful way of life. We were rich. The dam made us poor. The way they treated us, they tried to make us less than human. . . . We Indians trust the day is past when the nation will approve of what the government did when they built the dams, which back in those days caused one of our people to say, "The promises made by the government were written in sand and then covered with water, like everything else."

-- Lucy Covington, member, Colville Confederated Tribes, 1977[24].

One specific concern of both tribes in subsequent years has been the high cost of electricity to tribal members living on the reservation. The rates are much higher on the Colville Reservation than in the town of Coulee Dam, for example, even though the BPA had assured the tribes that electricity would be extremely cheap as a result of the dam. The BPA response is that they sell power at the same rate to electrical utilities; the difference in users' costs is due to the varying cost of distribution, so rural residents face higher bills than people living in towns.[26]

Clearing the Land for the Reservoir

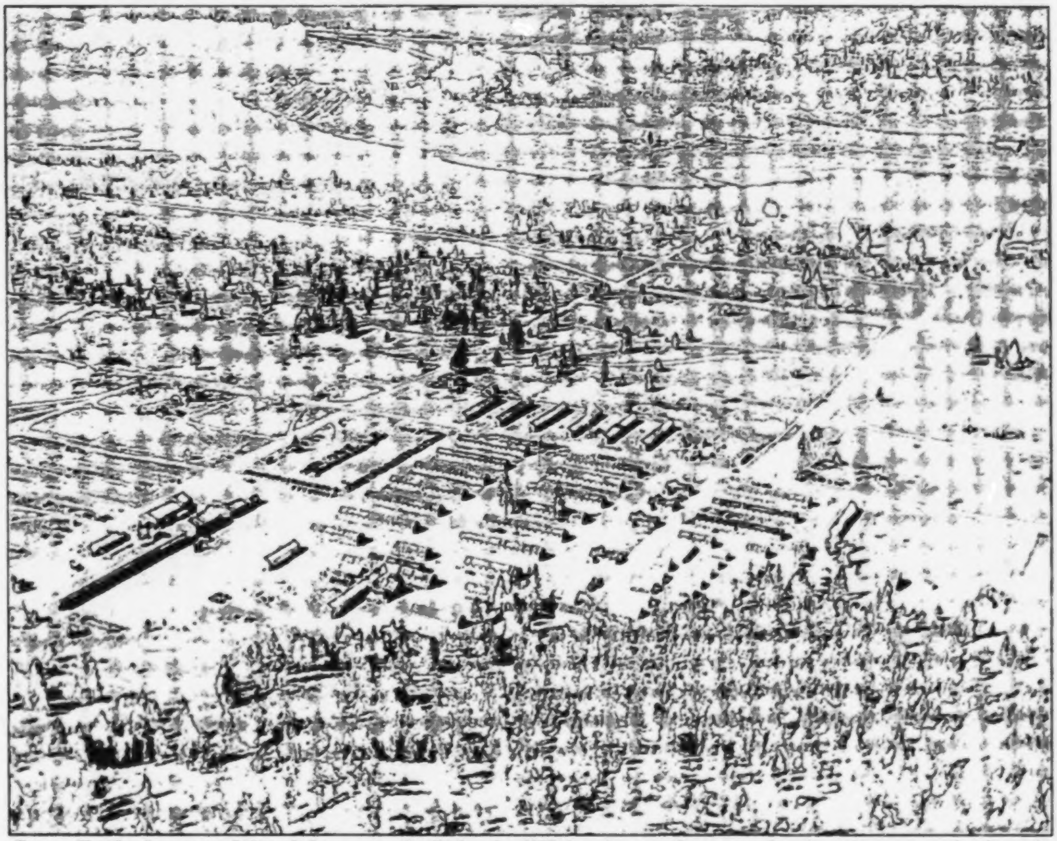
Clearing the reservoir area was one of the largest Work Projects Administration (WPA) projects ever undertaken. The clearing project was completed in December 1941; it took just over three years from start to finish. The WPA furnished all the labor, built the camps, and operated the mess halls, and Reclamation supplied the equipment and materials. Most of the area cleared lay between the low-water elevation of the Columbia River and its tributaries and elevation 1,290 feet, but clearing was done higher in upper reaches of the reservoir and in areas with landslide potential. Approximately 54,000 acres were cleared, over 11,000 acres grubbed (even the roots were dug up), and thirty-three million board feet of merchantable timber harvested. When the work was completed, the government had spent $4.9 million on labor.[27]

The height of Grand Coulee Dam and the maximum level of the reservoir were determined by the elevation of the Columbia River at the Canadian border. The water level in the lake is not allowed to rise above 1,290 feet; otherwise, it would back water into Canada. In the early 1930s, Reclamation surveyors marked the 1,290-foot high-water line to show the land to be cleared of trees, brush, and other objects that could present hazards to boaters or to the water intakes behind the dam. The clearing procedure varied with elevation. Between 1,250 and 1,290 feet, most combustible or buoyant material was uprooted, pulled, or grubbed for complete removal, then piled and burned (small brush was cut off flush with the ground, and non-combustible material was razed and placed in pits). Between 1,200 and 1,250 feet, stumps were cut no more than six inches above the ground. Between the Columbia River and 1,200 feet, stumps were cut no more than two feet above the ground. Building foundations, walls, and chimneys were razed, and brush less than three feet high was left as it was.[28]

Timber cruising to estimate the amount of merchantable timber was done in the late 1930s. The timber within the reservoir area was logged by WPA crews, skidded to the river, and floated downstream where it was sold to the highest bidder. In 1939, the Lincoln Lumber Company bid $2.25 per thousand board feet for this timber. The company's mill was located at the mouth of the Spokane River, so timber cut downstream ended up being burned or otherwise disposed of. This lumber company's plant close to the river had to be dismantled when the backwaters advanced. The trees in the many peach orchards along the river were uprooted and burned.[29]

Reclamation began surveys for the relocation of railroads and roads in the reservoir area in 1935, and contractors began constructing the realignments that spring. Great Northern Railway branch lines to Nelson, British Columbia, and to Republic, Washington, had to be realigned. Old roads within the reservoir area were kept open as long as possible. Some ninety miles of state highways were reconstructed, under supervision of the state. Reclamation supervised the construction of relocated county roads and then turned them over to the counties. New highway bridges were built. Affected roads on the two reservations totaled approximately thirty-three miles, and the Indian Service did the relocation work on these roads. Old railroad bridges were dismantled and new ones constructed. Public utilities and industrial sites had to be relocated or purchased. The state provided a ferry at the mouth of the Sanpoil River (Keller Ferry), and the private ferry at Gifford-Inchelium continued operation. The old cable ferries had to be replaced by power ferries because of the lack of current in the new reservoir.[30]

Other tasks faced by Reclamation during the years between 1933 and 1942 included widening a section of the Columbia River channel in the Little Dalles area near the Canadian border by removing a rock island down to 1,255 feet along with part of the left river bank. This was done in order to prevent inundating Canadian lands during periods of high floodwaters. A legal case that took several years to settle was the claim by



Camp Kettle, largest of the eight camps built by the WPA to house the men clearing the reservoir site. At the height of its use, more than 1,300 men lived at this camp. Photo courtesy of MSCUA, University of Washington (Grand Coulee Dam 216).

Washington Water Power that backwater from the reservoir caused injury and reduced power output at its Little Falls Power Plant on the Spokane River.[31]

The number of WPA workers hired for the clearing project peaked in March 1941 at 2,626. The men stayed in temporary camps of frame buildings or tents set up at various locations along the Columbia River. The five main camps each had barracks, recreation hall, mess hall, dispensary, offices, warehouse, garage, and blacksmith shop. Camp Lincoln was established first, followed by camps Spokane, Detillion, Gerome, Gifford, and Kettle. Camp Kettle was located on the old townsite of Kettle Falls and in 1940 became headquarters for the entire clearing project. Camp Ferry was a floating camp of three barges that held up to eighty men who cleared lands inaccessible to the land crews, and it operated from March 1939 until October 1941.[32]

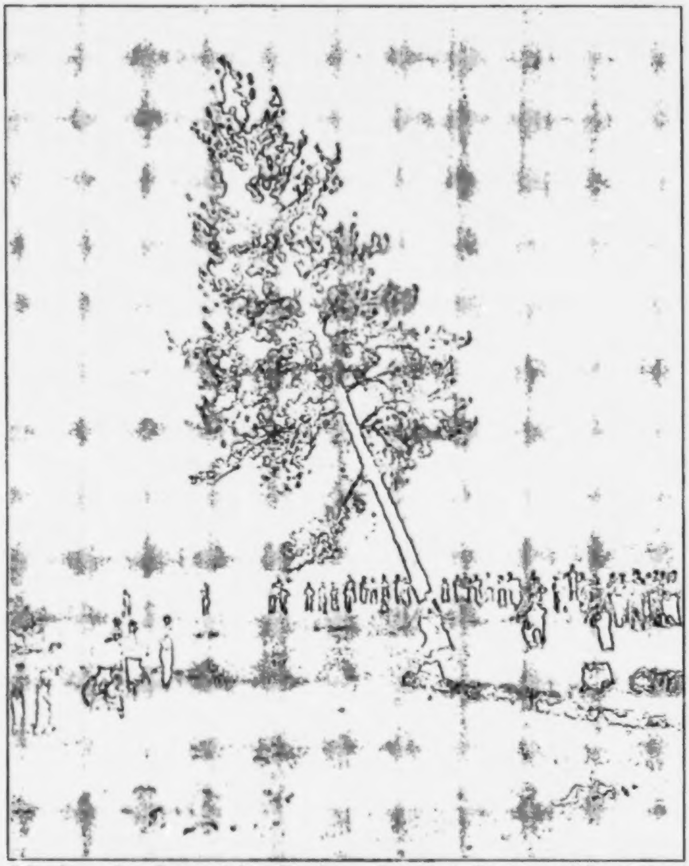
The clearing crews were supported by over twenty WPA boats and barges, all built by the crews except the Blue Ox, a tug that had been used at Boulder Dam. Tugs and boats hauled Camp Ferry and transported men and equipment to work sites along the

WPA workers boarding Gerome Ferry to take them to Camp Gerome, on the far side of the river. Note the tree stumps on the land that will be inundated by the reservoir. Photo courtesy of MSCUA, University of Washington (Grand Coulee Dam 5).

river/reservoir. Land equipment included power shovels, Caterpillar tractors, and a fleet of sixty trucks.[33]

In April 1941, the government declared the clearing work a national defense project, which intensified the push to complete the work. Contractors built the dam faster than anticipated, and the WPA was hard pressed to complete the clearing on time. The last tree was cut July 19, 1941, near Kettle Falls. The work at Kettle Falls then consisted of grubbing and burning and dismantling camp buildings, but the clearing had not been completed when water began flowing over the site.[34]

On June 1, 1942, people gathered to watch the first trickle of water flow down the spillway face of Grand Coulee Dam. The reservoir was full at the downstream end, but it took another six weeks to reach the 1,290-foot level all the way up the reservoir.[35] The clearing project was done. The still waters of the Columbia River Reservoir - soon to be known as Lake Roosevelt - now lay where the Columbia River had once flowed. The home sites of some three thousand people lay beneath the water.

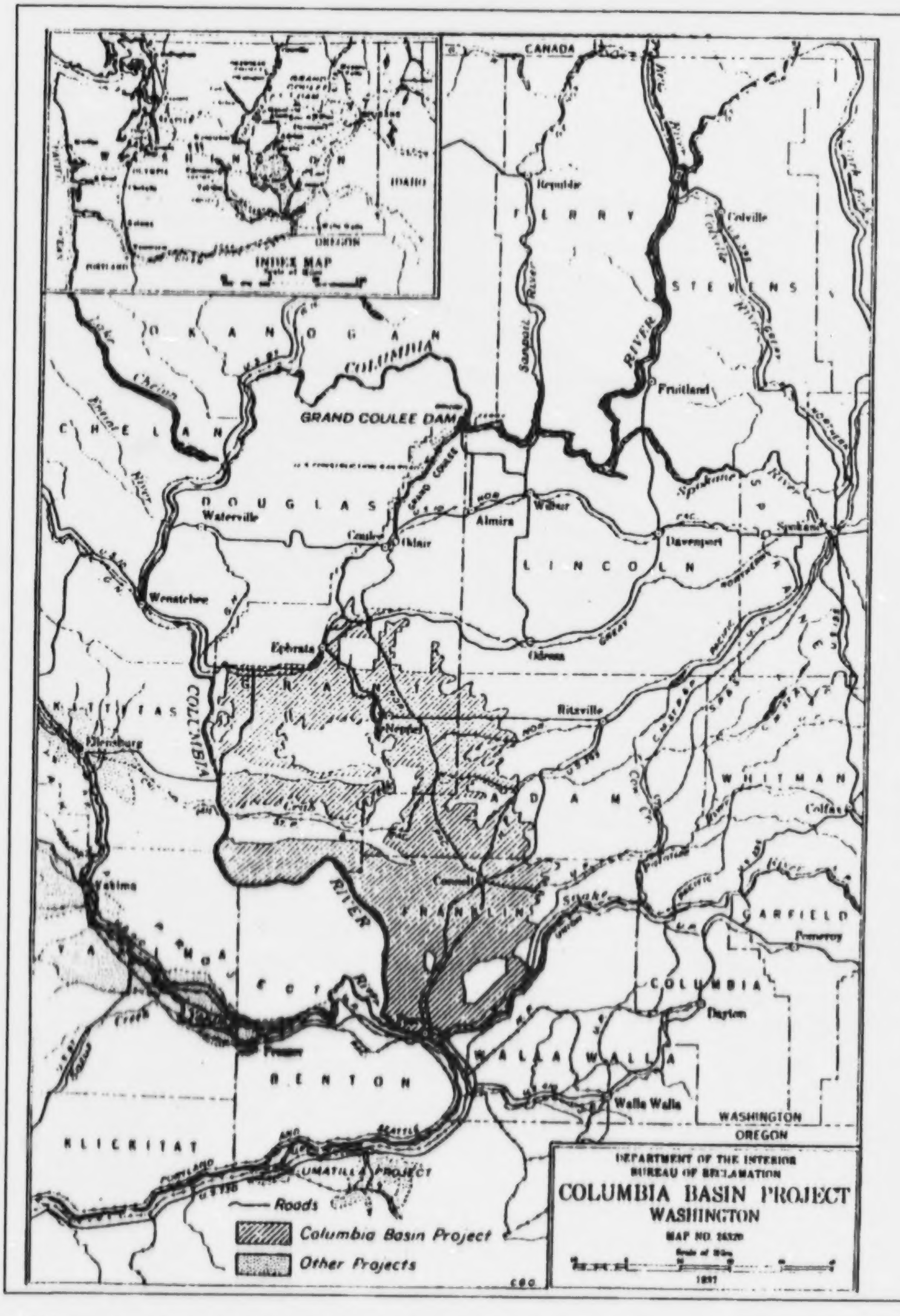


Bureau of Reclamation Supervising Engineer Frank A. Banks and State WPA Administrator Carl W. Smith felling the symbolic "last tree" in the reservoir area, on the site of old Kettle Falls, July 19, 1941. Photo courtesy of U.S. Bureau of Reclamation, Grand Coulee (USBR Archives 189).

Grand Coulee Dam from World War II to Present

Grand Coulee Dam was completed just in time to help with the war effort. During World War II, power from the dam went to defense programs such as aluminum production for airplanes and the Hanford project developing plutonium for atomic bombs. The rapid industrial expansion and population growth that the Pacific Northwest experienced due to the war guaranteed a market for the electricity that some had predicted would become an embarrassing surplus.[36]

While Grand Coulee Dam was under construction, plans moved ahead for the larger Columbia Basin Irrigation Project, the largest single reclamation project ever undertaken in the country. In 1933, the state formed the Columbia Basin Commission to promote the general plan for the dam, storage reservoir, pumping plant, canals, and other elements of the irrigation plan. The upper Grand Coulee's "equalizing reservoir" was created to store water pumped some three hundred feet up from the lake behind Grand Coulee Dam. This


CANADA
Republic
FERRY
STEVENS
Colville
Fruitland
OKANOGAN
COLUMBIA
GRAND COULEE DAM
CHELAN
DOUGLAS
Waterville
Coulee
Almira
Wilbur
Davenport
Spokane
LINCOLN
Wenatchee
Ephrata
Odessa
GRANT
Ritzville
KITTITAS
Ellensburg
COLUMBIA
ADAMS
WHITMAN
Colfax
Yakima
Connell
FRANKLIN
RIVER
Snake
GARFIELD
Pomeroy
COLUMBIA
Dayton
YAKIMA PROJECT
BENTON
WALLA WALLA
Walla Walla
WASHINGTON
OREGON
KLICKITAT
UMATILLA PROJECT
INDEX MAP
IDAHO
OREGON
Roads
▨ Columbia Basin Project
▒ Other Projects
DEPARTMENT OF THE INTERIOR
BUREAU OF RECLAMATION
COLUMBIA BASIN PROJECT
WASHINGTON
MAP NO.
1937

1937 map of the Columbia Basin Project showing lands to be irrigated by water pumped from the Upper Columbia River at Grand Coulee Dam into the equalizing reservoir (Banks Lake). (USBR Project History 1933.)

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water was then available to be distributed for irrigation. This thirty-mile-long reservoir, named Banks Lake in 1958 in memory of Reclamation engineer Frank Banks, was first filled with water in 1951. The irrigation network was never fully completed to the extent envisioned in the 1930s, however. Today, the project irrigates over 556,000 acres covering an area of about 60 by 120 miles (about half the amount possible for the entire project).[38]

One more round of large-scale construction occurred at Grand Coulee Dam later in the twentieth century. Construction of the third powerhouse, authorized by Congress in 1966, required the removal of a section of the original dam's east end. The finished building could hold twelve generators; the first six went on line between 1975 and 1980. The new power plant allowed Reclamation to double its irrigation flow from Banks Lake. It also allowed Grand Coulee Dam to become a "peaking plant" as well as a day-to-day power producer, coming on and going off during each day depending on the demand for power. Power generated at Grand Coulee Dam is fed into the Pacific Northwest Power Grid maintained by BPA and is sold to Washington, Oregon, Idaho, and parts of Montana and California. In addition, ties to other grids allow power to be sold outside the region.[39]

Total construction costs of reservoir (Lake Roosevelt) for:

- **surveys**
- **geological investigations, relocation and reconstruction of railroads, highways, and roads, including bridges**
- **relocating Kettle Falls ranger station**
- **channel widening and shore protection at Little Dalles**
- **procurement of rights-of-way, including landslide areas**
- **clearing, grubbing, and logging in reservoir area**
- **relocation of cemeteries**
- **reimbursement to Washington Water Power Company**
- **marine operating and maintenance facilities (government docks)**
- **assistance to National Park Service ($1,505.58)**

total cost: $15,134,532.99

-- Hall, *Final Construction Report*, 1952[37]

The construction of Grand Coulee Dam had far-reaching effects in many realms besides power generation and irrigation. The creation in the late 1930s of a reservoir where there had once been a river dramatically affected the lives of many living in the area. The lake also created new recreational opportunities, leading to the establishment of a national recreation area to serve both local residents and visitors.

Endnotes

[1] Paul Pitzer, *Grand Coulee: Harnessing a Dream* (Pullman, Wash.: Washington State University Press, 1994), 10, 15-16, 18; Michael C. Robinson, *Water for the West: The Bureau of Reclamation, 1902-1977* (Chicago: Public Works Historical Society, 1979), 1. Pitzer provides a detailed analysis of the controversy of the 1890s through the 1930s concerning the best method for bringing water to the Columbia plateau. U.S. Department of the Interior, Bureau of Reclamation, *Annual Project History, Columbia Basin Project, 1933* also discusses in some detail the various surveys and reports that resulted in the recommendation of the pumping plan. Billy Clapp, a lawyer from Ephrata who is credited with the idea of a dam at the Grand Coulee, traced his idea to his understanding that glaciers had once dammed the Grand Coulee. Dam proponents of the 1930s, including engineers, often saw dams as imitating nature rather than subduing it (Richard White, *The Organic Machine: The Remaking of the Columbia River*, (N.Y.: Hill & Wang, 1995), 57.

[2] Pitzer, *Grand Coulee*, 58-59; Earl Clark, "Rufus Woods: Grand Coulee Promoter," *Montana The Magazine of Western History* 29 (1979): 45, 47. In 1921, Washington Water Power applied for a permit to build a dam at Kettle Falls; such a dam, supported by private power interests, would have substantially reduced the maximum height of Grand Coulee Dam (Robert E. Ficken, *Rufus Woods, The Columbia River, and the Building of Modern Washington*, Pullman, Wash.: Washington State University Press, 1995), 100.

[3] Pitzer, *Grand Coulee*; 69, 75, 77-80; Robinson, *Water for the West*, 51.

[4] Michael C. Blumm and F. Lorraine Bodi, "Commentary," in Joseph Cone and Sandy Ridlington, *The Northwest Salmon Crisis: A Documentary History* (Corvallis, Ore.: Oregon State University Press, 1996), 99; Pitzer, *Grand Coulee*, 233-37, 241, 245; Craig Sprankle, USBR, Coulee Dam, personal communication to Kathryn L. McKay, 13 Sept. 2000. The Tennessee Valley Authority managed reclamation, land use, power generation and sale, fisheries, industrial development, urban growth, and agriculture. The last serious effort to create a Columbia Valley Authority was in 1950.

[5] Pitzer, *Grand Coulee*, 84, 89, 112, 150, 181, 191, 213.

[6] Pitzer, *Grand Coulee*, 120, 126, 163.

[7] WPA, "Coulee Clearing Project," press release, 1940: 5, Vertical File 343, WPA Coll., WSU.

[8] Verne F. Ray, "Ethnic Impacts of the Events Incident to the Federal Power Development on the Colville and Spokane Indian Reservations" (Port Townsend, Wash.: prepared for the Confederated Tribes of the Colville Reservation and the Spokane Tribe of Indians, 1977), 48; George A. Shipman, "The Grand Coulee Dam Area: A Preliminary Report" (Ephrata: USBR, 1953), 6; Grand Coulee Dam Bicentennial Association, *From Pioneers to Power: Historical Sketches of the Grand Coulee Dam Area* (Nespelem, Wash.: Rima Printing and Graphics, 1976), 261-62; Fred C. Bohm and Craig C. Holstine, *The People's History of Stevens County* (Colville: Stevens County Historical Society, 1983), 108-09; WPA, "Coulee Clearing Project," press release, 1940: 5, Vertical File 343, WPA Coll., WSU.

[9] Ed Frostad, quoted in Michael Schmeltzer, "Coulee's Casualties Gone, Not Forgotten," *Spokesman-Review*, 7 July 1985, E-1.

[10] USBR, *Project History 1938*, 66; Pitzer, *Grand Coulee*, 215-16; Bert A. Hall, *Final Construction Report on Lake Roosevelt Reservoir* (Coulee Dam, Wash.: U.S. Bureau of Reclamation, 1952), 24. Because it was often easier to purchase whole tracts of land, the federal land does not conform neatly to the 1,310-foot taking line; it is more of a patchwork. The 1,310-foot contour line was employed fairly closely in purchasing reservation lands. The taking line for off-reservation lands, however, was a series of tangents, not the 1,310-foot contour line. For detailed information on the land acquisition, clearing, relocation of roads, etc., see Hall's 1952 report.

[11] Russell A. Bankson, "The 1310' Level," *Spokesman-Review*, 25 Dec. 1938, Magazine Sec.; B. E. Stoutemyer, USBR District Counsel, to H. V. Clotts, Assistant Director, Indian Irrigation Service, 19 August 1935, file 1.3 Colville Correspondence 1931-44, box 714, RG 75, NARA-PAR; Hall, *Final Construction Report*, 15; "Meeting with Mr. Emmet E. Willard, Secretary's Field Representative, Portland Concerning Coulee Dam, & Chief Joseph Dam," minutes, 1972: 22-23, file A94 BIA, LARO.HQ.ADM; Pitzer, *Grand Coulee*, 218; Bohm and Holstine, *People's History of Stevens County*, 115.

[12] USBR, *Project History 1942*, 64; O. A. Dolven and Curtis O. Ness, "Bureau of Reclamation Reservoirs and the Environment," pp. 596-600, in William C. Ackermann et al, eds., *Man-Made Lakes: Their*

Problems and Environmental Effects (Washington, D.C.: American Geophysical Union, 1973), 597; Michael Schmeltzer, "Coulee's Casualties Gone, Not Forgotten," *Spokesman-Review*, 7 July 1985, E-1; Russell A. Bankson, "The 1310 Level," *Spokesman-Review*, 25 Dec. 1938, Magazine Sec.

[13] HRA, *Historic Resource Study*, 146-147.

[14] Bohm and Holstine, *People's History of Stevens County*, 1983, 115; Gary D. Williams and Alan S. Newell, *Historic Resource Study: Coulee Dam National Recreation Area, Washington* (prepared by Historical Research Associates for the NPS, 1980), 149; Lewis Nullet and Joan Nullet, comps., *A Brief History of Kettle Falls: The First 50 Years* (n.p., 1992), 104; WPA, "Coulee Clearing Project," press release, 1940: 5, Vertical File 343, WPA Coll., WSU.

[15] Jim DeSautel, in Ray Young and Robert E. Pace, "The Price We Paid" (video produced by Media Services, Yakima Indian Nation for the Confederated Colville Tribes Business Council, 1977).

[16] WPA, "Coulee Clearing Project," press release, 1940: 5-6, Vertical File 343, WPA Coll., WSU; Williams and Newell, *Historic Resource Study*, 251; Russell A. Bankson, "What Is Next?", *Spokesman-Review*, 1 Jan. 1939, Magazine Sec.; Ray, "Ethnic Impacts," 49-51, 53; CCT, "Critique and Review of 'Draft EIS - Columbia Basin Project,'" 1975: 12-13, file 15, box 3 of 3, LARO #95 Cat. #3250, LARO.HQ.PAO.

[17] Verne F. Ray, "Salmon Fishing by the Colville Tribes," in CCT et al. v. The USA, Indian Claims Commission Docket No. 181-C, n.d.: 1-2, 4, 6; Jerry R. Galm, ed., *A Design for Management of Cultural Resources in the Lake Roosevelt Basin of Northeastern Washington* (Cheney, Wash.: Eastern Washington University Reports in Archaeology and History 100-83, 1994), 5.8, 5.11, 10.2.

[18] Craig Sprankle, USBR, Coulee Dam, email to Kathryn L. McKay, 13 Sept. 2000.

[19] Warner W. Gardner, DOI Solicitor, Opinion (Memorandum for Assistant Sec. Chapman), 29 Dec. 1945, file 2, box 3 of 3, LARO #95 Cat. #3250, LARO.HQ.PAO; Louis Balsam, Colville Indian Agency, to Commissioners of USBR and OIA, 1 Aug. 1939, file Coulee Dam - Proposed Flood Water Area, box 1211, RG 75, NARA-PAR.

[20] USBR, "Final Environmental Statement: Columbia Basin Project," vol. II, 1975: Appendices 72, 85, LARO.HQ.LIB; Louis Balsam, Colville Indian Agency, to Commissioners of USBR and OIA, 1 Aug. 1939, file Coulee Dam - Proposed Flood Water Area, box 1211, RG 75, NARA-PAR; Wilkinson, Cragun & Barker, Counsel for Spokane Tribe, "Memo re: Spokane Indian Hunting, Fishing and Boating Rights in the Lake Roosevelt Indian Zone," 20 May 1959, file A44 Triparty Agreement, LARO.HQ.ADM; T. J. Mutch, "Memo to the Files," 25 March 1969, file L54 Water Matters, LARO.HQ.ADM; Warner W. Gardner, Solicitor, Opinion (Memorandum for Assistant Sec. Chapman), 29 Dec. 1945, file 2, box 3 of 3, LARO #95 Cat. #3250, LARO.HQ.PAO. The total Indian lands acquired came to 20,103 acres (STI, "Statement of Spokane Tribal Rights and Policies on Roosevelt Lake," prepared for presentation to Secretary's Task Force on Roosevelt Lake, 1972: 7, file 8, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Craig Sprankle, USBR, Coulee Dam, email to Kathryn L. McKay, 13 Sept. 2000. In 1934, the board of appraisers assigned prices ranging from $100 per acre for good irrigated land to $1.25 per acre for poor pasture land, with apricot trees $10 and Delicious apple trees $20 per tree. These figures did not include the value of young timber on the lands (L. M. Holt, Supervising Engineer, Indian Service Irrigation, to Commissioner of Indian Affairs, 20 April 1934, file 1.3 Colville Correspondence 1931-44, box 714, RG 75, NARA-PAR). The appraisals were reviewed by the Office of Indian Affairs and were either approved or changed (T. J. Mutch, USBR, to Files, 25 March 1969, file L54 Water Matters, LARO.HQ.ADM).

[21] W. S. Hanna, Supervising Engineer, USBR, to A. L. Wathen, Director of Irrigation, U.S. Indian Service, 1 Dec. 1937, file 1.3 Colville Correspondence 1931-44, box 714, RG 74, NARA-PAR; CCT, "Part 2: Environmental Impact of Grand Coulee Dam and the Third Powerhouse on the Colville Tribe and Its Members, with Critique and Review of Draft Environmental Impact Statement Columbia Basin Project," 1975: 3, 8-9, 11, file 14, box 3 of 3, LARO #95 Cat. #3250, LARO.HQ.PAO; Superintendent, Colville Indian Agency, to Tom Sussman, Staff Director, Practices and Procedures Sub-committee, U.S. Senate, 22 Jan. 1972, file 8, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[22] Ray, "Ethnic Impacts," 56-57, 91; "Final Report, Colville/Spokane Task Force," 1980: 2-3, file N14 Animal and Plant Life, LARO.HQ.ADM; Young and Pace, "Price We Paid"; Williams and Newell, *Historic Resource Study*, 199, 216, 218, 233.

[23] Ray, "Ethnic Impacts," 41, 45-46; Verne F. Ray, "The Sanpoil and the Nespelem: Salish Peoples of Northeastern Washington" (Seattle: University of Washington Publications in Anthropology, vol. 5, 1933),

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15, 17; "Plaintiffs' Brief in Support of Plaintiffs' Motion for Determination of Issues of Law," Confederated Tribes of the Colville Reservation, et al., vs. United States of America, Docket No. 181-C, Before the Indian Claims Commission: 13, file 15, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[24] Lucy Covington, in Young and Pace, "Price We Paid."

[25] "Thousands Bid Adieu to West's Historic Falls," June 1940, newspaper clipping, file Kettle Falls - The Falls, Stevens County Historical Society Archives. In 1989, CCT tribal members organized the first Salmon Days ceremony held since the 1930s ("Indians Gather At Hayes Island," [Colville] *Tribal Tribune*, 15 May 1989).

[26] "Minutes of Task Force Meeting, Sept. 19, 1972," transcript: 81, file 9, box 3 of 3, LARO #95 Cat. #3250, LARO.HQ.PAO. In 1994, residents of Coulee Dam paid a basic rate of $3.25 per month, while most reservation residents paid $12 per month (Roberta Ulrich, "Making Good on a Pledge," *Oregonian*, 30 Aug. 1994). The complicated and continuing story of compensation provided to the tribes for their losses resulting from the construction of Grand Coulee Dam is covered in detail in Chapter 4.

[27] USBR, *Project History 1941*, 259, 268; USBR, *Project History 1940*, 218; Hall, *Final Construction Report*, 257; "Clearing the Grand Coulee Reservoir," *Public Works* 73 (April 1942): 28, 30.

[28] USBR, *Project History 1939*, 275. Remnants of the peach orchards in the vicinity of the town of Peach are still visible at the LARO picnic area at Hawk Creek. The strip of land along the Kettle River was cleared to 1,295 feet instead of 1,290 feet (Kearney to Greider, 19 June 1941, file 3, box 3, RG 079-89-001, NARA-PSR).

[29] "Excerpt from Conservation Working Plan Report of Colville Indian Reservation, June 3, 1936," file Coulee Dam - Proposed Flooded Area, box 1211, RG 75, NARA-PAR; USBR, *Project History 1939*, 278; Williams and Newell, *Historic Resource Study*, 148.

[30] USBR, *Project History 1940*, 49-50, 228, 236, 238, 238-39, 249; USBR, *Project History 1941*, 58-59, 268, 270, 274, "Highway Relocation at Grand Coulee," *Better Roads* 11 (Nov. 1941): 13, 15; USBR, *Project History 1939*, 281; Vaughn L. Downs, *The Mightiest of Them All: Memories of Grand Coulee Dam* (Fairfield, Wash.: Ye Galleon Press, 1986), 94; Nullet et al., *Kettle Falls*, 110.

[31] USBR, *Project History 1941*, 289; "Widening Columbia River Channel by Contract," *Reclamation Era* 31 (Jan. 1941): 7; USBR, *Project History 1943*, 83; USBR, *Project History 1948*, 72-73.

[32] USBR, *Project History 1940*, 221, 225-26; Hall, *Final Construction Report*, 16, 253, 256, 284; USBR, *Project History 1941*, 259.

[33] WPA, "Coulee Clearing Project," press release, 1940: 3, Vertical File 343, WPA Coll., WSU.

[34] Pitzer, *Grand Coulee*, 218; Hall, *Final Construction Report*, 60. Frank Banks and the state WPA director Carl Smith felled the "last" tree, but crews later cut more than eighty additional acres.

[35] Pitzer, *Grand Coulee*, 211-12; USBR, *Project History 1942*, 291.

[36] Pitzer, *Grand Coulee*, 249-51; White, *Organic Machine*, 1995, 72.

[37] Hall, *Final Construction Report*, 24.

[38] Pitzer, *Grand Coulee*, xi, xii, 274, 278-79, 282-83; USBR, *Project History 1950*, 3. Within the past fifteen years, Reclamation prepared an Environmental Impact Study for irrigating the remaining acres in the project but, in the end, decided not to do so (Gary Kuiper, former LARO Superintendent, personal communication to Kathryn L. McKay, 1 March 2001).

[39] Pitzer, *Grand Coulee*, 317, 339-41, 345, 350-54; Robinson, *Water for the West*, 99-100; Craig Sprankle, USBR, Coulee Dam, emails to Kathryn L. McKay, 13 and 15 Sept., 2000.

Chapter 3

A Long Road Lies Ahead: Establishing Lake Roosevelt National Recreation Area

The gates on Grand Coulee Dam had closed by 1939, starting the impoundment of the Columbia River that became Franklin D. Roosevelt Lake. Although federal and state planners envisioned recreational development for the reservoir from the beginning, they faced many other pressing issues with the massive Columbia Basin Irrigation Project, a major development designed to benefit from the dam and reservoir. Recreation planning was hindered initially by indecision over which agency should guide and manage recreation for the area. Later planning and development efforts were retarded by a chronic lack of funding and marred by interagency disputes. This made the early years of Lake Roosevelt National Recreation Area (LARO), from the 1940s through the early 1950s, a constant struggle for basic existence.

As the waters rose in the new lake, government officials began comprehensive planning for the Columbia Basin Irrigation Project. The U.S. Bureau of Reclamation (Reclamation) hired Dr. Harlan H. Barrows, head of the University of Chicago Geography Department, as a planning consultant to work with William E. Warne, Reclamation Director of Information, and Dr. Edward N. Torbert, an economic geographer with Reclamation. The outcome was the Columbia Basin Joint Investigations that divided the planning process into twenty-eight problems to study. Over the next several years, nearly three hundred people from forty local, state, and national agencies worked on the planning.[2]

The issues studied by the Joint Investigations included types of farm economy (Problems 1-3); water requirements (Problems 4-5); size of farm units (Problems 6-7); farm layout and equipment (Problems 8-10); allocation of costs and repayments (Problems 11-14); control of project lands (Problems 15-16); rate of development (Problem 17); villages (Problem 18); roads and other transportation facilities (Problems 19-21); underground waters (Problem 22); rural and village electrification (Problem 23); manufactures (Problem 24); recreational resources and needs (Problems 25-26); rural community centers (Problem 27); and governmental organization: public works programming and financing (Problem 28).[1]

Early Planning: Committee on Problem No. 26

Two of the study problems dealt with recreation. Reclamation headed up the committee for Problem No. 25 to locate and plan rural parks and recreation areas within the boundaries of the irrigation project. Other agencies on the committee included the National Park Service (Park Service), Washington Department of Highways, and the Washington State Planning Council. The Park Service was asked to lead the much larger Problem No. 26 committee with a mission "to formulate plans to promote the recreational use of the reservoir above Grand Coulee Dam and its shorelines, not in isolation but in effective inter-relationship with the other diversified recreational assets of the Inland Empire and of contiguous areas, from all significant local, regional, and national points of view."[3] The committee grew to include nine federal agencies, nine state agencies, two outdoor organizations, and four chambers of commerce.[4]

The Park Service moved rapidly to designate the investigation leader for the Problem No. 26 committee. "We believe that the best man to handle this work . . . will be Mr. C. E. Greider," advised Conrad L. Wirth, National Park Service Assistant Director.[5] At the time of his appointment, Claude E. Greider was a State Supervisor with the agency in Portland, Oregon, and he was later promoted to Associate Recreation Planner in the San Francisco office. Greider took charge of the Problem No. 26 investigations in November 1939, beginning an association with Lake Roosevelt that lasted nearly fourteen years and encompassed the initial planning, establishment, and early development of LARO.[7]

Recreation planning for federal reservoirs was a new direction for the Park Service at this time. During the 1930s, the agency administered the work of the Civilian Conservation Corps (CCC) at state parks around the nation. Since most states had no comprehensive planning for their parks, the Park Service supported the Park, Parkway, and Recreation Study Act of 1936 that enabled it to work with other agencies nationwide to coordinate planning for parks at local, state, and federal levels. By 1941, thirty-four states, including Washington, had produced detailed recreation reports. That same year, the Park Service published its comprehensive report, *A Study of the Park and Recreation Problem of the United States*, outlining the state of parks nationwide and recommending directions for the future.[8]

The Problem No. 26 Committee, headed by the National Park Service, included eight other federal agencies (Reclamation, Army Corps of Engineers, Fish and Wildlife Service, Office of Indian Affairs, National Resources Planning Board, Public Roads Administration, U.S. Bureau of Fisheries, and U.S. Forest Service), nine Washington state agencies (Department of Conservation and Development, Department of Game, State Planning Council, Department of Health, Department of Highways, Department of Public Lands, State Game Commission, State Progress Commission, and State Parks Committee), two outdoor organizations (Federation of Western Outdoor Clubs and Northwest Conservation League), three chambers of commerce (Seattle, Spokane, and Ephrata), and the Associated Chambers of Commerce of Washington.[6]

As part of its expanded duties during the 1930s, the Park Service began working with Reclamation to develop recreation plans for reservoirs administered by the latter agency. Although it did not intend to remain involved in reservoirs of lesser importance, the Park Service recognized the nationally significant recreation potential of larger reservoirs behind major dams, such as Boulder Dam on the Colorado River. Nonetheless, there was considerable disagreement within the agency for many years over adding reservoir recreation sites to the National Park System. Many questioned the national significance of such areas, and some agency stalwarts believed that Lake Mead, behind Boulder Dam, was essentially a commercial playground. The National Park System had never included parklands where recreation, not preservation, was the primary focus; purists were further dismayed with the acceptance of hunting inside the boundaries of these new areas. Secretary of the Interior Harold Ickes shared these concerns but also saw the potential increases in appropriations if the Park Service assumed responsibility for reservoir recreation. Reclamation also saw good potential in interagency collaboration, and when it announced major investigations in 1945 to expand development of western river systems, it asked the Park Service to do a systematic survey of the recreation potential for all proposed projects.[9]

As it undertook this new role, the Park Service looked to other recreational areas for guidance. Regional Director John E. White requested enough copies of "Recreation Development of the Tennessee River System" (House of Representatives Document No. 505) for each member of the Problem No. 26 Committee. White had seen the report and told an official of the Tennessee Valley Authority that "it appears that the problems you have solved at TVA are quite identical with those facing our committee."[10] Four years earlier, R. F. Bessey, a consultant with the Pacific Northwest Regional Planning Commission, heard about the recreational development being done at reservoirs along the Mississippi River and noted the parallels with Bonneville Dam and its reservoir. He requested information on the planning and administration of the proposed park system.[11]

Before the committee could do much planning, its members needed to see the future reservoir area. Greider visited Grand Coulee Dam in January 1940 for a firsthand look, touring parts of the recreation area with Frank A. Banks, chief construction engineer for the dam. Later, members of the committee spent a day in mid-April traveling to several prospective recreation sites. They started up north at Kettle Falls, toured down to Hunters for lunch, and then ended with a boat trip to the dam. Despite their initial work, the committee made little progress during 1940 because the reservoir had not yet reached full pool. The terrain was rugged, and the only way to reach most of the potential recreation sites was by boat. The water was expected to reach close to maximum level early in 1941, leading to increased use of the area. Committee members recognized the need to develop policies as soon as possible to control this expected rise in visitation. Reclamation suggested using topographical maps, supplemented by a few field examinations, to develop a plan outline over the winter to coordinate both public and private developments.[12]

At this point, the committee recognized that it had gone as far as it could go by itself and could make no further progress without field investigations and plan preparations. Since neither the committee nor any of the cooperating agencies had funding for this work, all agreed to recommend that the Park Service be designated as the agency in charge of recreation planning, development, and administration of the reservoir. "They feel that the Service will undoubtedly have this responsibility eventually," wrote Greider, "so why not now at the beginning of planning and development work."[13] The suggestion was not unexpected, and the Park Service Regional Director forwarded the idea to Washington, D.C., with his full support. At its November 1940 meeting, the committee made its official recommendation that the Park Service assume responsibility for doing field studies and plans, but it held off designating any agency for future development and administrative work. The Park Service agreed to undertake field studies and Master Plans later that month. Banks immediately squelched any attempt to appoint Reclamation as the ultimate administrator for recreation at the reservoir because this was not a function of his agency and its personnel did not want the responsibility.[14]

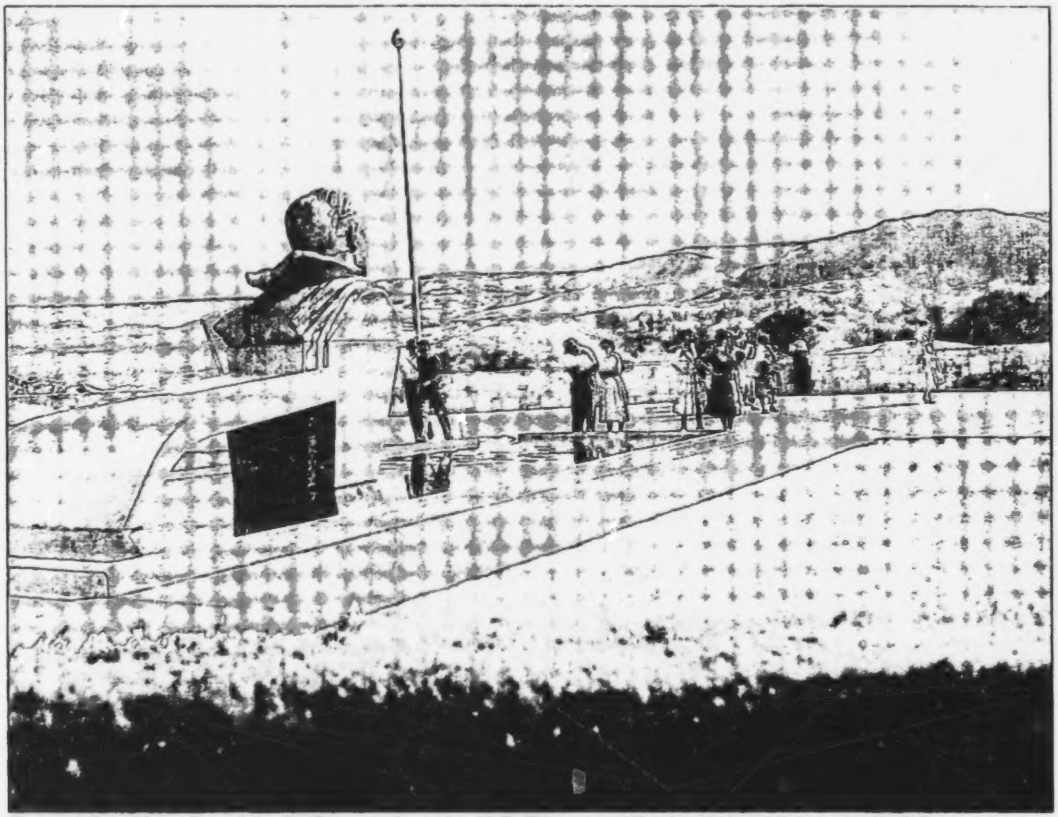
The National Park Service Arrives at the Columbia River Reservoir

Greider immediately began to prepare for the upcoming planning work at the reservoir area. He wanted two experienced planners, one with field experience in eastern Washington. They would need office space in either Ephrata or Coulee Dam, along with drafting materials, car and boat transportation, and the periodic use of a small survey crew. He estimated that these men, who probably could not start work until the weather warmed up in March, would need ten to twelve weeks in the field, followed by another six to eight weeks to prepare Master Plans. Greider appealed to Reclamation for help in meeting these needs.[16]

Early in 1939, a Spokane newspaper was flooded with suggestions for naming the lake that was beginning to form behind Grand Coulee Dam. Possibilities included Lake Beautiful, Lake President ("in honor of the highest office of our nation and government"), and Lake Reclamation ("That carries a world of possibilities"). Not all were flattering, however. One man had a number of suggestions including Devil's Lake or Bankruptcy Lake ("Either name would be appropriate"). For the "weak-minded idol worshipers," he proposed naming features such as "Roosevelt bay, Ickes isle and Eleanor point . . . . Let us name the dam [*sic*] lake right while we are about it."

In 1940, the Park Service followed Reclamation's less imaginative lead by referring to the lake as the Columbia River Reservoir. Reclamation suggested the change to Franklin D. Roosevelt Lake in April 1945, following the president's death. Secretary of the Interior Harold L. Ickes told Mrs. Roosevelt of the change. "The designation of this monument to the President's name has been done with a feeling of pride and yet with a deep sense of humility," he wrote, "recognizing that his greatest monument is in the hearts of the people."[15]

Help came not from Reclamation but from the CCC, which supplied Philip W. Kearney, Associate Landscape Architect, to the Park Service for the reservoir planning project. Kearney's appointment was approved on March 7, 1941, and he began work on site shortly thereafter. Despite urgent requests for additional help during the critical early period of work, apparently none was forthcoming from Washington, D.C., so Greider himself worked with Kearney for nearly two weeks in March. By mid-April, Kearney reported that he managed to have someone, probably from Reclamation, with him nearly half the time to assist him on site.[17]



Bust of President Franklin D. Roosevelt at the U.S. Bureau of Reclamation Visitor Arrival Center at Grand Coulee Dam, September 1957. The lake was named after the president following his death in 1945. Photo courtesy of Grant County Historical Society and Museum, BOR Collection (P 222 17 39522).

The rigors of field work were the least of Kearney's concerns during his first six months on the job. Within a few weeks of coming to Coulee Dam, he was offered another position with Defense Housing in the Public Building Administration. Herbert Maier wired Kearney from the regional office, telling him that while it was Park Service policy not to object when a defense agency requested the services of an employee, that person did not have to accept the transfer. "We feel you are doing an excellent job on land use study and would very much regret [to] see this work interrupted or delayed," he wired. "Grand Coulee Land Use Study is a major undertaking which should bring considerable professional prestige to the one making it."[18] Kearney found that the proffered work would require an eventual transfer to Washington, D.C., and he decided to stay with the Park Service. "I hope that you will be successful in gaining me some stability in your department – at the desired grade," Kearney wrote to Greider.[19] He missed his family, who evidently lived in Seattle, and upon completion of the field work, he received permission to work on the final plans and drawings in Seattle. The regional office reminded him, however, that his official headquarters remained in Grand Coulee and thus he would receive no travel or per diem for this move. Within a few weeks of his return to Seattle, Kearney lost his job when the regional office terminated all CCC personnel. Kearney took the news "with a feeling of disappointment" that he was unable to have the satisfaction of finishing the job, and he forwarded his work to the San Francisco office for completion.[20]

The Park Service hired Kearney back in less than two weeks, but he approached the appointment with justifiable caution. Although he wanted to finish the project, he placed the welfare of his family first and noted that "the spring and summer was a distinct hardship for all of us." He refused to return to Coulee Dam, since that meant separation from his family, but he said that if the Park Service would let him complete the drawings in Seattle, he would be "willing to take the chance on the future but otherwise it is no dice." He had found the assignment interesting and appreciated the good treatment he received from Reclamation, but "the NPS has certainly kicked me around with very little consideration," Kearney wrote to Greider.[21] He was about to sign on with the Army Corps of Engineers when he received a wire from the Park Service confirming his appointment. "Now I will continue to hope that the NPS will need my services so that the career that I have chosen will continue uninterrupted."[22]

Crops are bumper and streams still high. So is living.

--Phil [Kearney] to Claude [Greider], 12 July 1941.[23]

During the spring and summer months of 1941, Kearney immersed himself in field work, getting to know the reservoir area well. His work was hampered by the difficult conditions he encountered. The water level was up to only 1,208 feet by late June, nearly inundating Kettle Falls and flooding the flats above Gifford and Inchelium. "For the first time the area assumes the character of a lake rather than a river," Kearney noted in his weekly report. Despite this rising water, it was still eighty feet below full pool, and Kearney was forced to examine potential swimming beaches and boat ramps at areas not yet touched by the lake's waters.[24]

The Committee on Problem No. 26 met in Olympia in May 1941 and listened to Kearney's report on his preliminary work at the reservoir. He discussed approaches to the reservoir, with the dam as the primary access point and the confluence of the Spokane and Columbia rivers as a secondary point. A new state highway ran north along the reservoir from this confluence, and he suggested that if Spokane interests developed a parkway from Riverside State Park to the mouth of the Spokane, it would bring tourists and boost recreational development on the reservoir. Kearney had concentrated his work on the three areas where there was enough federally owned land suitable for recreation: the dam, confluence of the Spokane and Columbia, and Kettle Falls. He recommended boat docks for all three areas but suggested that the most extensive development should occur at the confluence site due to its potential size and proximity to the Spokane urban population. In addition to the three major sites, he identified other sites suitable for picnicking, camping, boating, and summer home development.[25]

The potential for industrial development was considered part of the reservoir development from the beginning, so in addition to recreation sites, Kearney identified three primary areas for industrial use. The first extended from Spring Canyon to Plum and included four thousand acres acquired by the Columbia City Development Company.

The second embraced the mouth of Hawk Creek where Lincoln Lumber Company operated its mill. The third encompassed the shore at the original Kettle Falls town site where up to two sawmills could be accommodated. "If proper land use principles are observed, industrial and recreational development in this district need not conflict," noted Kearney.[26] In an earlier report, however, he had cautioned that careful planning for industrial use was critical to ensure that "the industries do not make the area uninhabitable for those who are sensitive to their environment."[27] In addition to these three sites and the area north of Marcus, Kearney suggested that many industries would use the reservoir waters for transportation, necessitating coordination with recreational water use. After hearing Kearney's report, the committee decided not to make regulations for industrial use, but it stressed the need for standards to protect both public health and aesthetic values. After discussion, the members voted to designate fifteen miles of the south shore, starting at the dam, as primarily for industrial development.[28]

The committee also took up the matter of administration of the reservoir area. Reclamation reported many inquiries from individuals wanting to set up businesses on the lake, and the agency pushed for swift resolution of the question of future development and administration for the area. The committee considered several potential managers, including a private group ("not desirable"), Washington State Parks (no funding or personnel), Reclamation (also no funding or personnel to take on recreation in addition to irrigation), and a Columbia River Authority (not in existence). In the end, they reached the foregone conclusion: "The National Park Service has authority, has experience, personnel, has or can get funds, and its qualifications for the job are quite superior." Committee members saw other advantages to having the Park Service take over administration of the reservoir. Because the three agencies in charge of the area - the Park Service, Reclamation, and the Office of Indian Affairs (OIA, predecessor to the Bureau of Indian Affairs) - all were part of the Department of the Interior, they "could work out an agreement within a matter of a few days if the situation required it." The committee asked the Park Service to assume responsibility for the recreational development and administration of the Columbia River Reservoir Area, including developing Master Plans, constructing public facilities, supervising private development, cooperating with other governmental agencies, and providing funding for these responsibilities. In addition, the committee urged the Park Service to form an advisory committee to include representatives from the Problem No. 26 Committee.[29]

Reclamation was justifiably concerned about administration of the area as it continued to issue temporary licenses for both private and commercial use of the shore lands. Frank A. Banks recognized that such unplanned development was undesirable and could interfere with future public use. More worrisome were potential problems with commercial interests who spent money on private development and might later feel that they had vested rights in the land. Banks believed that if the Park Service refused to undertake development and administration of the reservoir, Reclamation needed to act quickly to find another agency to do the job. If necessary, he said that Reclamation could ask the Park Service to loan qualified advisors to the project.[30]

Instead, Reclamation offered limited support for Kearney's mapping and field surveys during the summer of 1941. The Park Service provided even less assistance. Aside from a brief two-day visit in early July from Thomas Vint, National Park Service Chief of Planning from Washington, D.C., and Ernest A. Davidson, Regional Chief of Planning, Kearney was basically on his own as the sole Park Service representative in the reservoir area. He ended his field work in late July. Following the interruptions in his employment, Kearney evidently finished the Land Use Study plans during the fall of 1941 in Seattle. The completed study was ready for review by the end of that year. After the success of the plans for the Columbia River Reservoir, the Park Service hoped to reassign the team of Kearney and Greider to work on the Central Valley Project in California, particularly the Shasta and Friant (Millerton) dam reservoirs. The men were not transferred, however.[31]

The Park Service did not immediately take over administrative responsibilities at the reservoir. The agency attempted to reach accord with Reclamation and the OIA, with representatives of all three signing an agreement in September 1941 (Greider signed for the Park Service). It never went into effect, however, because National Park Service Director Newton Drury wanted to wait for completed studies and a decision on the national significance of the reservoir. Reclamation was anxious to have the Park Service take charge of recreational development, however, so the two agencies signed a memorandum of agreement in July 1942 to have the Park Service assume general administrative and planning functions for the Columbia River Reservoir. Reclamation designated up to $10,000 to cover expenses for the first year, and the two agencies renewed this agreement annually until the Tri-Party Agreement was signed by Reclamation, Park Service, and OIA in 1946.[32]

While Park Service personnel proceeded with plans for recreational development at the new reservoir, agency officials continued to question the national significance of the proposed recreation area. Director Drury was hesitant to commit the Park Service to full involvement until he had a chance to visit the area and form his own opinion about its significance. If it were determined nationally significant, Drury hoped that Congress would recognize it with legislative authority. On the other hand, if it were determined less significant, the Park Service would not be the appropriate administrative agency.[33]

Not everyone within the Park Service agreed that the agency should take over the new reservoir area. In 1940, Regional Landscape Architect Ernest A. Davidson, who had lived in the Inland Northwest for thirty-one years, urged that the agency approach the new area with "great caution." Since the region had so many natural lakes, still largely undeveloped, he believed that campers and boaters would prefer scenic areas, like Lake Chelan, to the hot artificial lake behind Grand Coulee Dam. Greider refuted these claims, but within a year Davidson characterized part of the preliminary report on Problem No. 26, which compared the reservoir with other popular areas, as "propaganda . . . , incomplete or possibly one-sided."[34] Other Park Service officials urged civility and perspective. Raymond E. Hoyt, Chief of the Recreation Planning Division, decried the "unfortunate memorandum to Mr. Greider . . . which . . . tends to break down Service unity and the respect we should cherish for fellow workers opinions." After all, Hoyt reminded, "we are preparing a land use study and not an investigation of a potential national park."[35] Ironically, within a few years Davidson was sent to Coulee Dam to help with preliminary recreation planning.[36]

The release of Hoyt and Greider's report, "A Study of Land Use for Recreation Development of the Columbia River Reservoir Area above the Grand Coulee Dam, Washington," spurred further debate over the issue of national significance. The recreation area was definitely popular; in 1940, only Yellowstone National Park drew more visitors than Grand Coulee Dam, which attracted 325,000 tourists (100,000 more than Mount Rainier). Boulder Dam's 225,000 visitors in 1938 mushroomed to 800,000 three years later, the greatest growth for any recreation area in the west. One Park Service official believed that Grand Coulee Dam would continue to attract national tourists, but the small strip of federal land around the reservoir would attract regional residents only. "It is highly improbable that the so-called recreational resources of the Columbia Reservoir Area are of national significance," he concluded.[37] Drury, who became National Park Service Director in 1940, remained skeptical as well, partly because he thought the Park Service would need to acquire more land there in the future. "We had better try to define 'national significance,'" he cautioned late one night. "Don't let's fool ourselves about 'attendance' at Boulder Dam National Recreation Area."[38] Drury took a conservative approach to expansion of the National Park System. He believed in the concept of parks as the "crown jewels" of the country. "I was not particularly an advocate of adding areas of lesser caliber to the National Park System," he later recalled.[39]

The Director did not visit the area until July 1942 when he and Regional Director Owen A. Tomlinson were shown around the reservoir by Frank A. Banks and Phil Kearney. Drury was impressed with the beauty of the lake but remained concerned about the limited amount of public land. While the Director assured the group that he was keeping an open mind about the area, Banks later remarked to Kearney that "if this had been true he would not have been at such pains to remark on it."[40] Soon after the visit, Park Service officials edited a Reclamation press release about the Problem No. 26 report to "avoid any inference that the National Park Service is to be the permanent administrative agency for recreation on the Area," because Drury had not yet discussed the idea with Reclamation Commissioner Page.[41]

Kearney continued with his work on Master Plans during 1942. Reclamation assisted by providing detailed topographical drawings, while Park Service Regional Engineer Robert D. Waterhouse spent ten days in March helping Kearney with field examinations of potential recreation sites. The engineer recommended several months of intensive surveying to get data sufficient to meet Park Service standards. Because of this, Kearney realized that he would not be able to complete Master Plans that year and proposed doing less time-consuming preliminary plans instead. This would allow him time to advise Reclamation on boating permits, thus relieving pressure on that agency.[42]

The ten areas proposed for development were Rattlesnake Canyon near the dam (Crescent Bay), Spring Canyon, south approach to Keller Ferry, Hawk Creek, Fort

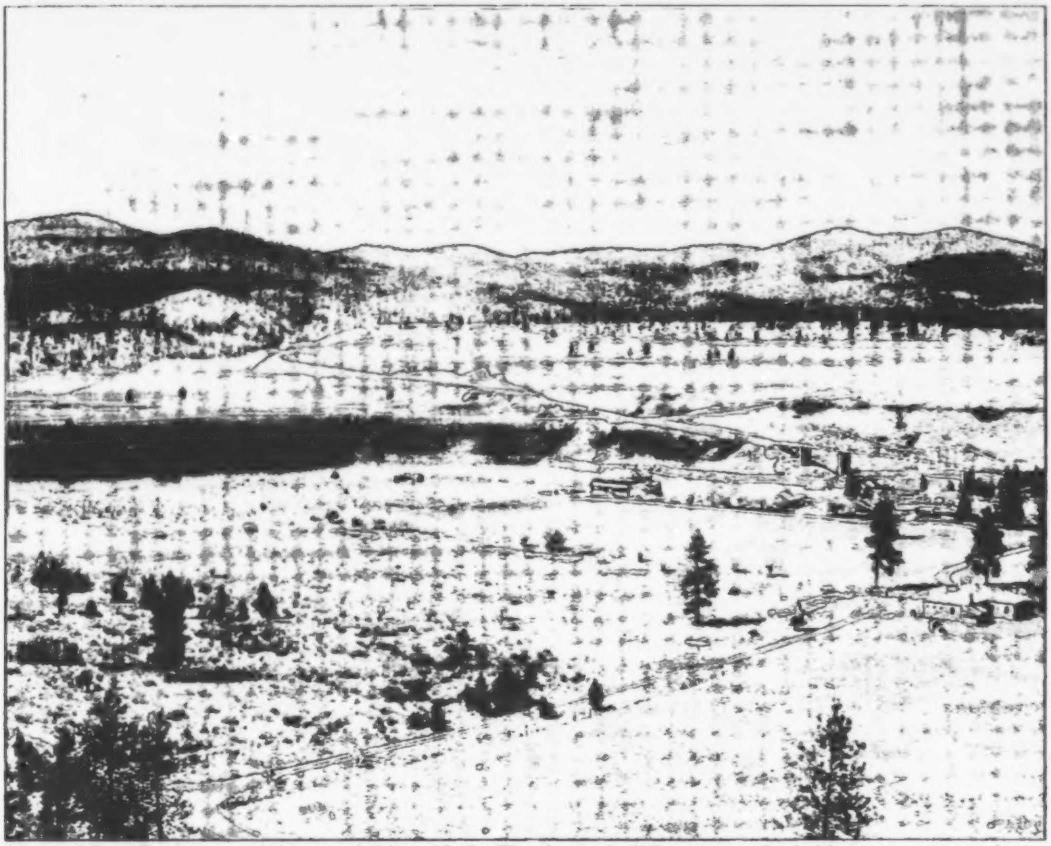
Spokane, Gerome, Hunters, Kettle Falls, Barstow, and Sheep Creek. Kearney reported that some people from Spokane hoped that the old fort would be preserved as an historical site. He estimated that the brick buildings there needed just a small amount of work to "preserve them for all times," but he recommended removing some of the frame structures since they were not "of sufficient interest to warrant the great amount of work necessary for their preservation."[43] Waterhouse found Kettle Falls a difficult area to design due to nearby houses, a new sawmill, the railroad, and abandoned roads. He and Kearney finally settled on an area for recreation "as far away from the commercial areas and the mess as possible."[44]

Prior to July 1942, Reclamation handled all permits for private development around the reservoir. The agency took a favorable stance toward industry and was fairly lenient in permitting businesses in the area. "You have to look out," Kearney found, since "private interests that mean business seem mighty attractive to the Bureau people."[45] For instance, a man under permit built a house at Fort Spokane where he planned to use some of the old WPA "shacks" for business operations. Kearney complained that the above-ground gasoline tanks there were unsightly. He was also concerned about a proposed magnesium smelter at Spring Canyon, even though Frank A. Banks assured him that they would find a site other than Hunters for loading ore. Developments at Kettle Falls were even more troubling since a sawmill had opened in a central location and loggers had cut timber around the bridges and mission site. When Kearney protested logging of federal lands, it "brought only mild surprise," but he hoped that the order to cease would be effective. Additional logging was going on between Hunters and the mouth of the Colville River, apparently on government lands.[46] Kearney predicted further problems and expressed his regret to Greider. "This is too bad as everyone here seemed quite willing to cooperate but cannot be expected to hold out indefinitely."[47]

Park Service operations at the reservoir were threatened by more distant events as well. Apparently Greider faced a potential call to service in the Air Corps on "short notice." Kearney worried that his colleague might be losing interest in the reservoir recreation project "with weightier things" on his mind, and he reassured him that the war might be over sooner than expected.[48] Later he mused about the war:

> It still seems like fiddling – working on this job while things are in such a turmoil the world over but there is no place that I can see myself to better advantage wither [*sic*] for my personal welfare or for the good of the country. The situation seems to grow more and more confounding. I hope that the powers that be have a Master Plan. There is little evidence of the formulation of one in looking over the past events.[49]

Despite the turmoil of World War II, Park Service work at the reservoir area achieved a modicum of stability in 1942. Kearney moved with his family to Mason City in March. Funding became more predictable after the July 1942 interbureau agreement was signed providing the Park Service with $10,000 in Reclamation project funds to handle development and administration of the recreation area. After three years of working on preliminary plans for the reservoir, Claude Greider finally moved to the area at the end of



View of Fort Spokane and the new bridge, 1942. The frame buildings near the bridge were removed before the Park Service gained administrative control of the property in 1960. The guardhouse, at right, remains. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 3058).

the year, starting work as the Recreation Planner on December 26, 1942. Within a few months, the initial office staff was completed with the addition of Frances Fleischauer as clerk-typist. Greider reported to the regional office that Reclamation expected the Park Service "to assume rather broad authority" for planning and administration of the reservoir area, without depending on Reclamation staff. It believed that the area would be an important national recreation area (NRA), and Greider predicted, "Undoubtedly the best efforts of the Service will be put to the test over the next few years on this project."[50]

One test occurred in 1943 when Park Service and OIA officials disagreed over an issue at Sanpoil Bay. The Park Service identified the area near the old Keller town site as having good potential for recreational development. When Lincoln Lumber Company began using the site as a log dump in 1943, the Park Service, backed by the Colville Indian Agency, ordered the company to move its operations a short distance to the mouth of Manila Creek. Within a short time, however, the Colville Agency reneged, saying that the Keller site had greater value as a log dump than a campground. The Park Service, backed by Reclamation, stood firm, and the OIA joined the fray. Greider reiterated the Park Service policy of favoring industrial uses such as logging in areas where these interests were paramount. But, he continued, "It would not be considered in the best public interest to use valuable potential recreational sites for logging purposes when other sites of lesser recreational importance are available." The Park Service worried "that the loggers as a group have amply demonstrated that they have little if any regard for aesthetic or recreational values of the reservoir area."[51]

The disagreement soon escalated from a log dump to Indian rights. The OIA wanted to resolve the question of paramount use in one-quarter of the reservoir and wanted to take over management of freeboard lands (between high water and the 1,310 elevation) on the reservations. Greider suggested that the agency resented being left out of the interagency agreement between the Park Service and Reclamation. F. A. Gross, Superintendent of the Colville Agency, was less antagonistic than the OIA representative toward the Park Service operations, but he stood firm in what he viewed as best for the Indians. In particular, he did not want to restrict the potential development of the reservation timber resources, which he saw as the keystone of the Colville economy. He believed that unless the Indian Service or the tribes themselves spoke up for their interests, they would

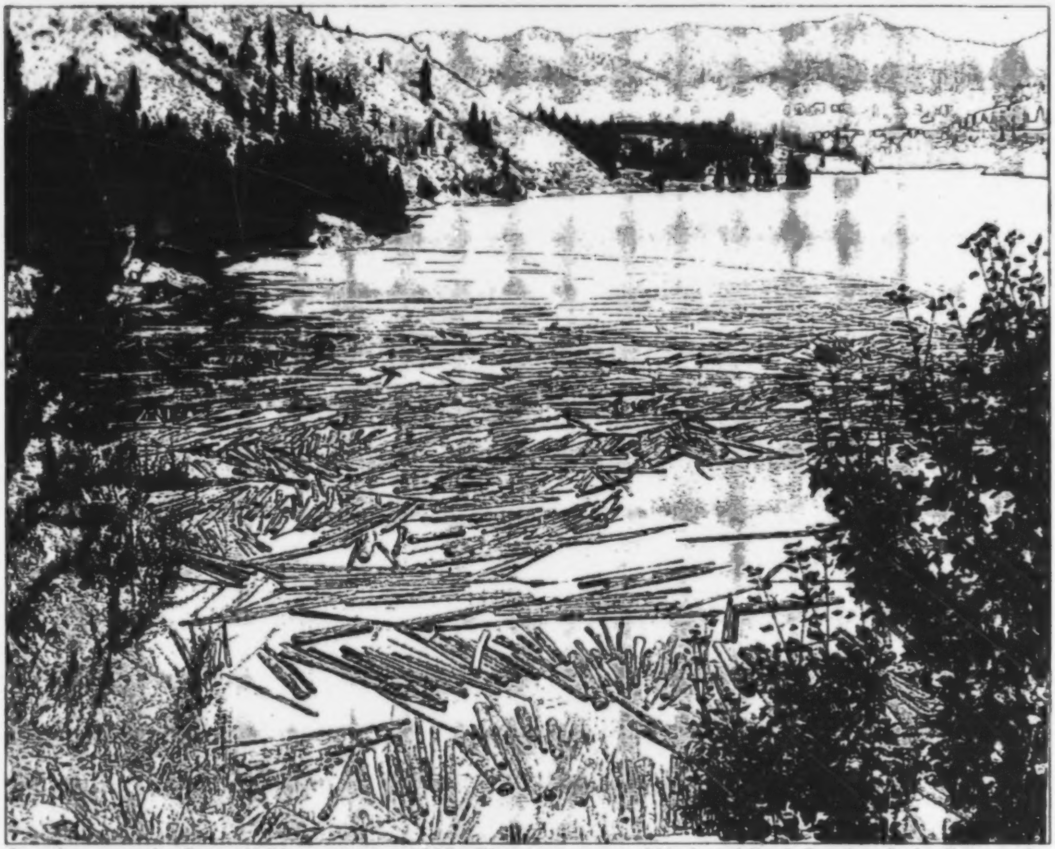
> be shoved into the background by more aggressive white interests along the reservoir shore. . . . When the Park Service officials speak of "the public interest" we fear that in their mind's eye they see primarily the motoring and boating public, the picnickers and the swimmers.[52]

Greider also stood firm in defense of the recreation area, and he told Lincoln Lumber Company that its use of the Sanpoil site would expire with its permit at the end of the year. It is unclear how the situation was finally resolved, but under the Tri-Party Agreement signed in 1946, the OIA specifically retained the right to issue and administer permits for log dumps within the Indian Zones at sites selected in consultation with the Park Service. The agreement likewise allowed the Park Service, in consultation with the OIA, to designate sites suitable for recreation in the Indian Zones.[53]

1944 Plans

The small Park Service staff continued its planning work during 1943 and 1944. Normally, the Branch of Plans and Designs produced the final site layouts and Master Plans for park units, but it did not become involved in the early planning for the Columbia River Reservoir since it was not yet a Park Service area and might not become one. Still, the Park Service felt an obligation under the interbureau agreement to give Reclamation workable development plans for each of the selected sites, especially since that agency was funding the Park Service work. Greider also believed that these detailed plans would be useful in case a "less experienced planning agency" were designated to take over recreation development.[54]

By mid-summer 1943, Greider and Kearney sent proposed layout plans for Spring Canyon and Hawk Creek to the regional office for comments, followed soon after by plans for additional areas. The comments they received were less about the specific designs than about the future of the recreation area itself. Herbert Maier, Acting



Log dump on the Sanpoil River, August 1957. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

Regional Director, worried that the plans should not be carried too far since the Park Service was not sure how much the general public would use the new reservoir. Greider disagreed. "Is it not true that this factor of future use is a problem in connection with any undeveloped area?" he asked. "It would seem that if exact knowledge of attendance and use is to be a prerequisite for park planning very little advance planning for any area would be justified."[55] He reminded the Regional Director that the Committee on Problem No. 26 had studied the recreational needs of the region and concluded that ultimately the area would need full development. While cautioning that the Committee was not party to the working agreement with Reclamation, Maier deferred to Greider for the final word on plans.[56]

Greider and Kearney finished the "General Report and Development Outline" for the Columbia River Reservoir in mid-1944. It not only outlined plans for specific areas but also laid out the Park Service approach to development, which was to maintain tight federal control of the entire reservoir area. The Problem No. 26 report had recommended that 80 percent of the shore lands were more valuable for recreation than any other purpose. Further study for the 1944 report showed that just 3 percent of the lands would be needed for recreation, but "in order to protect the full recreational values of this 3

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percent, the preservation of at least 80 percent of the Area is essential." Greider and Kearney believed that federal standards were higher than those of private developers (whose standards were "only high enough to meet competition"), and thus the government needed to establish and enforce appropriate requirements for all phases of shoreline development, public and private. The plan proposed that the federal government construct and own all the basic facilities and utilities needed for public recreation on the reservoir, from boat docks and campgrounds to cabins and concession buildings. It also recommended that private resorts built on adjacent lands should be denied access to the reservoir unless these developments supplemented existing facilities and conformed to the overall program.[57]

Director Drury found the report excellent, but he requested a change in the section dealing with administration. He would not agree to have the Park Service assume jurisdiction and administration of the recreation lands at the reservoir, but he was willing to have the agency continue to advise Reclamation under the interbureau agreement. Reclamation also approved the report and reiterated its request to have the Park Service assume responsibility for the administration and development as soon as possible. After signing his approval of the report, Regional Director Maier penned the comment, "Thank God – that's over!"[58]

Agreements

Relief did not come swiftly for either Reclamation or the Park Service. An agreement to formalize the long-term administration of the entire reservoir area was pending clarification of Indian rights in the area. While awaiting final accord, the two agencies renewed the interbureau agreement described earlier, with Reclamation continuing to provide funding for Park Service operations. Banks defended this $10,000 appropriation in 1943, when emphasis was on winning the war. He argued that planning was needed to lay the groundwork for post-war development of the recreation area that would provide employment for returning servicemen. Reclamation funding enabled Phil Kearney to stay with the Park Service through the drafting of the "General Report and Development Outline." By April 1944, however, Banks decreed that Reclamation could not justify further expenditures for architectural plans until the agency in charge of recreational development and management had been selected. Banks thus requested that Kearney be transferred to Reclamation, leaving Greider as the primary Park Service employee until late October 1946 when he was joined by Robert D. Waterhouse, the Resident Engineer. Kearney had worked hard at maintaining good relations between the two agencies, and Greider benefited initially from this good will.[60]

Park Service Expenditures for FY1943:

Personal Services	**$8,257**
Travel	**$390**
Transportation of Things	**$210**
Communications	**$57**
Other Contractual Services	**$9**
Supplies and Materials	**$8** [59]

The agreements between the Park Service and Reclamation were renewed several times as the agencies waited for a clear definition of Indian rights. Finally, in June 1945, the Solicitor set forth his interpretation of the 1940 Act for Acquisition of Indian Lands, including delineation of Indian rights to one-quarter of the area. Once this hurdle was crossed, the three Department of the Interior agencies negotiated the Tri-Party Agreement, signed on December 18, 1946. The Park Service, with so few employees, did not feel ready to assume full responsibility for the reservoir area, so it postponed this transfer of authority until July 1, 1947.[61]

Legislative Authority

LARO is one of only two units in the National Park System that lacks specific enabling legislation; the other is Curecanti National Recreation Area in Colorado. The Park Service gained authority at Lake Roosevelt in other ways, however. Initially, the Act of June 23, 1936 (49 Stat. 1894), authorized the Service to cooperate with other federal agencies, paving the way for the subsequent cooperative agreements with Reclamation at LARO. Congress passed more significant legislation with the Act of August 7, 1946 (Public Law 633), that authorized Park Service appropriations for "Administration, protection, improvement, and maintenance of areas, under the jurisdiction of other agencies of the Government, devoted to recreational use pursuant to cooperative agreements."[62]

A few months later, the Park Service, Reclamation, and OIA signed the Tri-Party Agreement to delineate administration of the recreation area. This occurred during the period when the National Park System excluded recreational areas, national parkways, and other non-traditional categories. Consequently, the agreement reflected this ambiguous relationship and stipulated that the Park Service's work at the recreational area

> in no way implies that this Area is a part of, or intended to become a unit of, the National Park System or that the basic preservation policies under which the National Parks and Monuments are administered shall necessarily be applied in the planning, development, and management of the recreational resources of the Recreational Area.[63]

Park Service administration at LARO was strengthened on August 24, 1961, by a Deputy Solicitor's opinion concerning the Shadow Mountain NRA. It held that the Act of August 7, 1946, authorized the Park Service to apply its statutes and regulations to any recreation area, including LARO, that it administered through a cooperative agreement with Reclamation. Finally, the Act of August 18, 1970 (Public Law 91-383), amended the earlier Act of August 8, 1953, to define the National Park System as including "any area of land and water now or hereafter administered by the Secretary of the Interior through the National Park Service for park, monument, historic, parkway, recreational, or other purposes." This finally removed any lingering ambiguity about the status of NRAs such as LARO. The Act further stipulated that all authorities governing administration and protection of the National Park System applied to all units within the system, as long as they did not conflict with any specific provision.[64] These laws have provided the legislative authorization for LARO.

A recent District Court decision reinforced LARO's status within the National Park System. Torrison v. Baker et al., filed in 1997, disputed the Park Service's authority to require removal of previously permitted private docks within the NRA. In ruling against the plaintiffs, the Court wrote,

> Since the Lake Roosevelt National Recreation Area is part of the National Park System, the Park Service must manage it in a manner "consistent with and founded in the purpose established by section 1 of this title, to the common benefit of all the people of the United States." 16 U.S.C. 1a-1 That purpose "is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." 16 U.S.C. 1 (emphasis added).[65]

Early Budgets and Staffing

Additional Congressional recognition of LARO came through line-item appropriations. Funding for work at the new reservoir came initially from Reclamation. Following the end of World War II, the agency increased its usual $10,000 request to $25,000 for FY1947. Greider hoped to step up the pace of recreation development and planning and requested an increase in personnel in May 1946 to include a recreation area supervisor, assistant supervisor, engineer, landscape architect or park ranger, clerk-typist, and clerk-stenographer. Banks supported the request, calling it a minimum, and suggested that Reclamation might be criticized if it did not provide sufficient recreation staff. The 1946 Tri-Party Agreement stipulated that Reclamation fund Park Service work at the reservoir. The agencies continued with this fiscal relationship through FY1948. All of the initial Reclamation funds came with strings attached and could be used only for administration and planning work.[66]

Despite the increases in funding, Greider was shorthanded much of the time during the early years. Following the transfer of Phil Kearney in 1944, Greider had primary responsibility for Park Service operations until late 1946, when he was joined by an engineer. The staff increased considerably in 1947 with the addition of a landscape architect, chief ranger, and clerk, but the work still exceeded available personnel. Greider complained about this situation, adding that he periodically had been forced to use engineer Robert Waterhouse for routine administrative matters, which cut into critical mapping and planning projects. "This staff is barely adequate to properly service the large number of current permits and applications," he reported. "It is wholly unable to function as an independent office in fiscal or personnel matters, or to adequately perform all desirable planning work."[67]

Reclamation equipment loaned to the Park Service, October 1947:

1	**3-pound boy's hand axe**
6	**Steel waste paper baskets**
1	**Wooden stationery cabinet**
1	**Straight back oak chair**
1	**Oak costumer**
1	**Electric clock, Telechron**
5	**Electric heaters**
4	**First aid kits**
1	**Plumb bob and holster**
1	**13-foot Philadelphia rod level**
1	**Swivel drafting stool**
2	**72-inch oak tables**
1	**Hamilton #223 drafting table**[68]

The reservoir, known since April 1945 as Franklin D. Roosevelt Lake, and the adjacent shore lands, became Coulee Dam Recreational Area (LARO) with the Tri-Party Agreement. The signatory agencies discussed the name during negotiations in April 1946. They decided that the full name, Franklin Delano Roosevelt Lake National Recreation Area was "cumbersome" so Herbert Maier, Acting Regional Director, suggested that the area be named after the dam, which was the only one in the world while the country had innumerable Roosevelt lakes. Maier also opposed using the term "National" in the name since the Park Service did not have such a category. "We finally agreed upon 'Coulee Dam Recreational Area,'" Maier wrote. "The word 'Grand' was omitted since there is a Grand Coulee Area some miles below the Dam which is likely to become a state park."[69] The term national recreation area was applied to the reservoir by at least 1951 when the Park Service issued regulations governing use of the NRAs.

Once freed from the budget restrictions imposed by Reclamation, the Park Service hoped to proceed with development of the new recreational area. The agency completed Master Plans in 1948 that spelled out development priorities. Greider estimated that it would take a major investment of nearly $1.7 million to get LARO up to full operations, ready to attract additional private investment in concession facilities. Despite the great need, Greider was a realist, and he hoped that LARO's small budget, including $30,000 for administration, protection, and maintenance and $12,500 for development, would not be cut. It was reduced, however, and LARO got $26,000 total in FY1949, with none for development – its first Congressional appropriation.[71]

The projects carried on the current Coulee Dam Recreational Area program total $1,694,200, so you can see what a long road lies ahead of us before we can get up full speed.

--Claude E. Greider, LARO Superintendent, March 8, 1948[70]

Subsequent appropriations also fell far short of meeting LARO's needs. A similar situation occurred at other national park units across the country as the Park Service struggled to meet soaring attendance figures at parks where facilities had been neglected during the war years. By 1950, the Park Service had a backlog of work estimated at $500 million. Before it could make a dent in these needs, however, war broke out again, this time in Korea. National Park Service Director, Arthur E. Demaray, lamented that limited agency funding meant that there was not enough money to allocate large amounts to any one area, such as LARO, to complete major development work. "In fact," he wrote, "about all we can do with these limited funds is to take care of the most urgent needs on a Service-wide priority basis." While the funds spent at LARO were "not very impressive," they were typical of limited funds appropriated to the Park Service for several years.[72] Park Service budgets were cut again by 1952 and the following year the agency was subjected to a reduction in staff.[73]

As you know, there is likely to be a wide difference between what we in the field think we can judiciously spend and what Congress decides ought to be spent.

--Claude Greider, explaining the budget process to an interested party, 1948.[74]

With federal budgets tight, Congress worked to balance competing demands. Washington Congressman Walt Horan was a staunch advocate of LARO and its plans for the area. He realized, however, that with large amounts of federal money pouring into Washington state for power and land development projects, he could not push for too much. "If we have to choose between recreational development and reclamation," he noted, "we would be forced to choose the latter."[75] He continued to push for funding, however, and LARO was one of just four areas nationwide to receive development funds during FY1950. He was unsure of additional money and explained to LARO supporters, "Unfortunately, we have a situation in which everybody wants to balance the budget in somebody else's back yard."[76]

Lack of funds to develop recreational facilities at LARO led to public relations problems for Greider and the Park Service. Money was just part of the problem, however. Another issue was the clash between the local population's desire for immediate development of any type and the Park Service's preference for orderly planning and development. Greider outlined the situation in 1947, advocating "a conservative and orderly program" and discouraging most recreational use until both the public and the resources could be properly protected. He planned to permit several concessions catering to boaters the following year.[77] Congressman Horan appreciated Greider's desire for careful planning, but he countered that "the demand for this development is becoming so strong and the Dam has been under construction for so many years that many visitors and residents in the area seem to feel this phase has been either neglected or unduly postponed." He urged looking into using private capital for some of the work.[78] Greider described Park Service plans for development of the new area to nearly 375 people at the Colville Chamber of Commerce meeting in December 1947. Those attending supported the Park Service and planned to lobby Congress to fund immediate development.[79]

Park Service Critics

After another year with little to show at the recreation area, the local mood turned angrier, fed by a small group of men in the Grand Coulee area who opposed the Park Service not only for its lack of development work but also for its attempt to restrict their use of the lake and shore lands. They charged that the Park Service was restricting permits on the lake and imposing such strict conditions on permittees that one man would have had to spend $20,000 for a dock, including $15,000 for surveys. Greider, who was seen as belligerent, needed to "get out from behind his miles and miles of plans and come down to earth" before the complainers would back his quest for funding.[80] Park Service officials defended their superintendent, and Greider decried "the aggressive campaign being staged by the Grand Coulee people to discredit the National Park Service program."[81]

The critics challenged both the lack of funding and how the Park Service spent what little money it received. The Spokane Chamber of Commerce urged rapid development to benefit private capital that was ready to invest in the region. It claimed that Lake Roosevelt's wonderful recreation potential was being held back by "the snail-like pace of development."[82] Another man looked at the three new houses built for Park Service employees and fumed at money being spent on administrative needs instead of public recreation.[83]

Many of the complaints centered around the perceived lack of industrial use of the reservoir area, even though all planning thus far had considered the needs of industries and agriculture. Indeed, Reclamation initially emphasized these non-recreational uses as an important part of the war effort and asked the Park Service to administer their permits, coordinating them with recreational plans for post-war development. The 1944 "General Report and Development Outline" provided guidelines for two categories of non-recreational development: essential public service utilities, such as municipal water systems and public ferries; and private industries including agriculture, logging, and mining. The report recommended that such uses be permitted where practical but never at the expense of the area's recreational values. By 1944, four sawmills and twenty log dumps operated along the lake shore, in addition to eighteen grazing leases, a passenger boat line, two freight lines, and two ferries. The 1946 Tri-Party Agreement gave further support to industrial uses by assigning the Park Service the function of issuing permits "for legitimate industrial and recreational purposes" along with agricultural and grazing leases on lands within the recreation area. As industrial use expanded after World War II, Greider and the LARO staff tried to satisfy demands for permits while protecting areas designated most important for future recreational use. For example, they redirected loggers away from the strip along Highway 25 as much as possible and tried to keep the Gifford area (across the river from Inchelium) entirely free of log dumps. By 1948, there were twenty-seven permitted uses related to logging, but the number of sites actually in use was probably much higher; Greider noted approximately forty log dumps used by fifteen companies or individuals.[84]

Despite these permitted industrial uses, a small vocal group continued to complain about the restrictive policies of the Park Service as well as what some saw as the uncooperative attitude of Superintendent Greider. One man suggested that the Park Service opposed private development in what was supposed to be a jointly operated area with 20 percent of the land set aside for industrial use. "If we are going to have those kind of regulations," he asked, "why not just call it a National Park?"[85] Greider defended his record, saying that by mid-1949 there were more than one hundred permits covering industrial uses on the lake, from log dumps and three sawmills to grazing and other agricultural uses. In addition, there was a tugboat transportation service and two railroad docks. Through his cooperation with industry, its value had grown to exceed several million dollars a year. Park Service planners continued to include industrial uses, such as sawmills, at LARO into the 1990s. The 1963 Master Plan even viewed such operations, especially tug boats, in a positive light: "We think these commercial uses add to the interest and enjoyment of the visitors and are to be considered an asset rather than an objectionable feature."[86]

Industrial uses eventually caused conflict between the Park Service and Reclamation at Lake Roosevelt. Reclamation, through all of its construction work at the dam, was inextricably bound with industry, and the dam itself was a major industrial site. In 1948, however, other Reclamation operations connected with the dam caused a serious inter-agency rift. Reclamation had closed its sawmill near the dam about a year earlier and planned to dismantle it, freeing the site for the long-awaited Park Service development of the South Marina. Then, without consulting the Park Service, Reclamation let a four-year contract for work on the pumping plant and feeder canal that included not only use of the sawmill but also construction of a concrete plant to be located at the proposed entrance to the South Marina, on the site of a planned Park Service headquarters building. A dismayed Greider told Reclamation officials that the contractor's use of this site would jeopardize Park Service plans for the whole area and would force the agency to revamp its six-year program. Frank A. Banks admitted his error and apologized to Greider. "It is regrettable that a misunderstanding has developed because our relations with you have been on such an amicable plane," he wrote, "largely due to your very cooperative and sympathetic efforts in discharging your responsibilities." He hoped that this incident would not delay plans for the South Marina.[87]

The issue was not easily resolved, however, and soon escalated to the regional level with both agencies. Park Service Regional Director Owen A. Tomlinson wrote to R. J. Newell, his Reclamation counterpart in Boise, to express concern for the situation and hope that it could be worked out without having to go higher. Within a short time, Newell telephoned Tomlinson and admitted "frankly" that the matter had been badly handled and vowed that there would be no such mistakes in the future. Despite this assurance, Tomlinson planned to ask the Director to talk with the Commissioner of Reclamation "so that definite instructions can be issued and every Bureau official will know [to] respect interbureau agreements with the Park Service."[88] Director Drury expressed his "regret and chagrin" that Reclamation did not follow the 1946 agreement but added, "Apparently the cement plant is now a fait accompli and nothing will be accomplished by crying over spilt milk." He asked if he could assure Tomlinson that the agreement would be followed in the future. The response from Michael W. Straus, Commissioner of Reclamation, was emphatic: "I can assure you that the Bureau of Reclamation will at all times attempt to carry out both the letter and the spirit of our inter-bureau agreement."[89]

Ironically, the Park Service gained some benefit from retaining industrial use at the South Marina site. Reclamation opened a rock quarry nearby as a source for riprap. In giving Park Service concurrence for this use, Greider asked Reclamation to set aside waste rock since LARO was looking for twenty thousand yards of material to improve the future boat dock area of the South Marina. Banks agreed to stockpile such material at the quarry site. Reclamation also agreed to locate the haul road so that it could eventually become an integral part of the proposed recreational plans.[90] The South Marina was not developed, however, and this was just the first of several cancellations or postponements of work at the site. Now known as Crescent Bay, the area still awaits development.

Rules and Regulations

The push for regulations provided another test for the Park Service as the agency sought to define its responsibilities and assert control over the lands and water of the newly established recreation area. The 1946 agreement required the Park Service to make and enforce rules and regulations concerning recreational use of the area as well as provide for the protection and conservation of resources. In a memo on July 11, 1947, the Secretary of the Interior set out departmental policy for the development and administration of recreational areas at reservoir sites. Greider was told to follow these guidelines while writing rules for LARO, using the regulations for Shasta Lake Recreational Area, approved in October 1947, as a guide. He completed his draft by September 1948.[91]

The draft rules and regulations for LARO dealt with all aspects of recreation. There was no fee for camping or swimming, but these activities were restricted to designated areas and common-sense rules, such as a prohibition on swimming without proper attire. Visitors could hunt, fish, and trap in accordance with applicable state and federal laws, but the superintendent could restrict these activities in areas of concentrated visitor use and could prohibit guns in certain areas. Boaters came under the most regulations and were the only ones required to pay a fee for use of the reservoir area. Annual permit costs ranged from $1 for a canoe or rowboat up to $10 for a boat over forty feet long. Boats were allowed to moor only at public docks or areas designated by the superintendent, and anyone planning a trip of more than four hours had to report destination and estimated time of return to a dock master. An initial legal review suggested that the Park Service might not have authority to regulate boat traffic on navigable waters, but Greider thought they could get around this since they controlled all the shore land and lake access and could essentially trade use of the land for reasonable control over boaters.[92]

Release of the draft regulations generated a mixed review. Much of Greider's concern centered on responses from the Grand Coulee Dam Yacht Club. The membership in 1949 seemed to support the need for some regulation, although a few members questioned the Park Service's authority to regulate boating on navigable waters. Greider was wary of the Yacht Club, however, since some of its more vocal members had been challenging other aspects of Park Service administration at LARO. Director Drury recognized by May 1949 that the proposed rules and regulations were "a major problem," and he urged that they be issued as soon as possible.[93] Greider did not want to rush, however, noting that "the importance of having complete control can not be over emphasized."[94]

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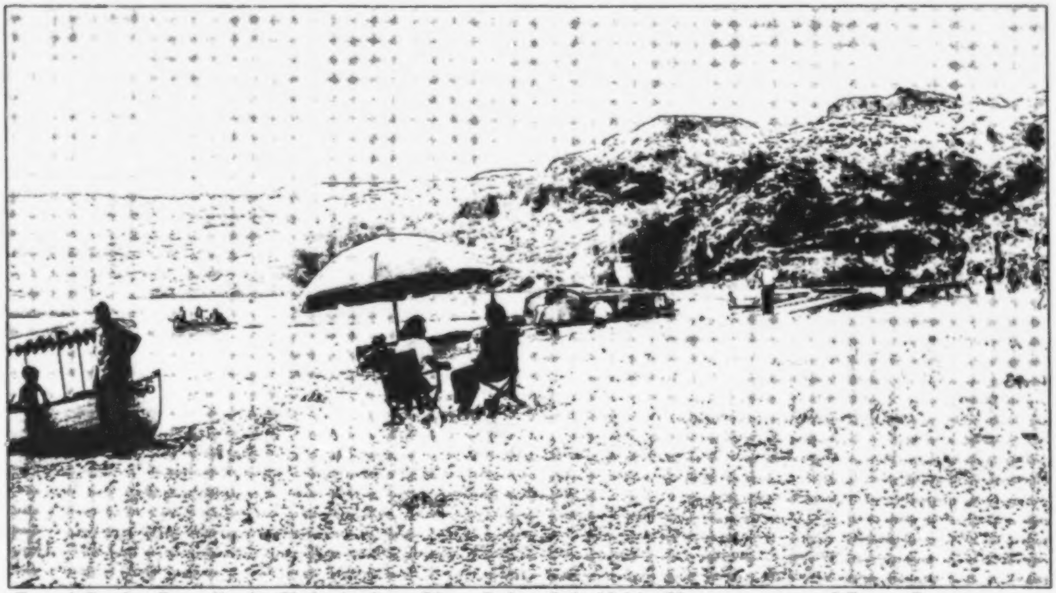

Grand Coulee Dam Yacht Club picnic at Plum Point, July 1944. Photo courtesy of Grant County Historical Society and Museum, BOR Collection (12292-3).

In the year following the release of Greider's draft regulations for LARO, the Park Service drafted a set of rules and regulations to govern all three National Recreational Areas: Lake Mead, Millerton Lake, and Lake Roosevelt. Greider found the new draft "wholly inadequate for this area" and suggested a rewrite. "Although we have already given the Washington Office our final advice on these regulations after two years of study of the problem," he groused, "we will prepare a new draft as soon as possible."[95] One of his particular criticisms concerned the addition of permit fees for the area, but he was overruled by the Regional Director who believed that Greider's concerns over collection difficulties and bad public relations would be overcome eventually. Greider countered that a greater problem was case law that held that all navigable waters in the country were to be considered common highways, free for all citizens to use. The Director, however, seemed less concerned with legal issues than public opinion, and he sided with Greider in ruling against imposition of fees. Frank A. Banks reviewed the draft regulations for Reclamation and complained that they did not recognize his agency's paramount rights in connection with the dam. He maintained that while Reclamation needed to keep the Park Service informed about its planned activities, its contractors could burn without permits, exceed weight limits on roads, and land boats wherever they needed.[96]

The new regulations met resistance from users of Lake Roosevelt. Initial comments from the Yacht Club were restrained. Greider had explained the changes to members and told them that the regulations would be issued by March 1950. Club members then requested that they be given a chance to comment prior to the new rules going into effect. The commodore described the club's divided opinion: some believed that new regulations were unnecessary since all the usual laws of navigation applied to the lake, while others did not object to sensible regulations to protect government lands. He stressed that

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members wanted to be reasonable and were not criticizing the Park Service. Although Department of Interior (DOI) officials believed they had fulfilled any need for public input, they decided to publish the proposed rules in the Federal Register to allow for additional comment. By late March 1950, Greider believed that the controversy had nearly run its course. He attributed the discord to a small group within the Yacht Club and suggested that other public groups were anxious to see the Park Service proceed with the more important work of developing the national recreation area. Greider emphasized the need to put the regulations into effect as soon as possible since "undoubtedly the long drawn out process of preparing them has permitted the dissenters to develop their case far beyond what the circumstances warrant."[97]

Despite Greider's wish for quick resolution, public comments became increasingly nasty. In general, people viewed negatively any restriction on their free use of the recreation area, whether it was the requirement for boat permits or the limitation of camping to designated areas. Congressman Walt Horan listened to his constituents and had harsh words for DOI's proposed regulations, calling many "unreasonably restrictive, some purely obnoxious and a few so downright silly as to be unenforceable." He approved proposed congressional legislation to give statutory authority for such rules, but he wanted to ensure that no regulation subject to punitive enforcement could be passed without a public hearing. Horan, interested in the development of the new NRA, warned that "the issuance and attempted enforcement of some of the regulations proposed in the current draft would raise a storm of protest so great as to retard indefinitely all hope of making this the first-class resort area it should become."[98]

The initially cooperative Yacht Club realized that the proposed regulations threatened free boating, and members began to question the Park Service's authority to restrict their pastime. The club had formed in February 1939 as the waters began rising behind Grand Coulee Dam. Its membership was primarily Reclamation employees, which strained relations between that agency and the Park Service. Greider believed that some Reclamation employees were unsympathetic toward the Park Service's responsibilities in managing reservoir areas, and he worried that such attitudes might cause the public to be concerned about cooperation between the two federal agencies.[99]

The controversy over regulations simmered for another year at LARO as the Park Service tinkered with the proposed rules and comments continued to trickle in. It heated up by early summer, following publication of the proposed regulations in the Federal Register on May 19, 1951. The Park Service intended to allow thirty days for comments before putting the new rules into effect. Once again, things did not go as planned. In an effort to quell the opposition, Superintendent Greider and "Red" Hill, Assistant Regional Director, held a public meeting at the Yacht Club on June 1. Approximately thirty-five people attended, representing a variety of sportsmen's groups. Greider began by giving some general information on the regulations, assuring the audience that the rules had been developed using suggestions from local residents as well as people who lived near the other two NRAs. The audience, however, was suspicious of any governmental control and concerned about what they saw as unnecessary restrictions. Frank A. Banks proposed a rewording of the camping section from prohibiting camping outside of campgrounds except in designated areas to permitting camping in all areas excepted those specifically closed by the superintendent. Greider seemed to agree. "Some feel it is written backwards," he admitted. "However, these are written by the best legal talent in the Department. That's the way they want it, to have the proper control where necessary." When people objected to the need for boat permits, Greider assured them that they would not be inconvenienced since permits would be readily available at main boating areas.[100]

Unquestionably, some of the animosity was aimed not just at the Park Service but also at Superintendent Greider personally. Clifford Koester, a regular critic from Coulee Dam, worried that "the Superintendent might get out of bed on the wrong side and it would be a tough day on the part of a lot of boat owners." Greider reminded Koester that the regulations were standardized and worked smoothly in other National Parks, as they would at LARO. Mr. Butler, commodore of the Grand Coulee Dam Yacht Club, was even more pointed: "Isn't it true, Mr. Greider, that any time that a group . . . figured that the Superintendent was getting out of hand they could get pretty fair recourse through the Regional Office?" he asked. "We could go to Mr. Hill and he would slap your ears down?" "I wouldn't be surprised," Greider responded.[101]

Comments increased, continuing to come in well after the June 19th deadline when the regulations were to take effect. While a few were unopposed, the majority had at least modest suggestions for change. The Park Service listened to the complaints and held up implementation to modify the regulations. For instance, it changed the camping section from a negative to a positive statement, permitting camping except where posted. Hunting and trapping restrictions were similarly altered. Boat permits were dropped and replaced with voluntary registration to aid in recovery of lost or stolen craft. The public may not have seen these changes immediately because protests escalated in the fall of 1951. Organizations began to call for cancellation of the Tri-Party Agreement and removal of Park Service authority at Lake Roosevelt. Some took their complaints to the Columbia Basin Commission (CBC) which, in turn, asked DOI to put the regulations on hold until the CBC and other groups had a chance to make their views known. Oscar Chapman, Secretary of the Interior, responded that the process had been going on for two years and he doubted that further public meetings would be of any benefit. He suggested an early meeting between the CBC and the Park Service to review the current draft since DOI wanted to issue the regulations soon. Instead, the CBC passed a resolution in early November asking DOI not to treat the area "as a national park, but as a sparsely inhabited recreational area," changing the regulations to give people "the greatest unrestricted use of the region."[102]

Before the end of 1951, Greider went to the regional office to rework the regulations with Superintendent Hugh Peyton from Millerton Lake NRA in California. National Park Service Director Conrad L. Wirth recommended approval in mid-May 1952, and several weeks later the Secretary of Interior issued the final regulations. "We believe . . . that every effort has been made to simplify them," he wrote, "and that an honest attempt has been made to meet . . . the objections received from the local people and organized groups interested in the Area." After living under the rules for a season, the Yacht Club's

Commodore Butler, formerly a vocal critic, reassured Congressman Walt Horan that the regulations had been improved so that "the people of the area will be able to go along with them without feeling over-regulated to an irritating degree."[103]

Aftermath of the Regulations Controversy

The controversy had run its course, but it left two legacies. The first was strained relations between Reclamation and the Park Service, still healing from the 1949 concrete plant controversy. While that conflict went to the heart of the interbureau agreement, the fight over regulations came down to personal relations between employees of the two agencies. Through the Yacht Club, many Reclamation employees had taken a stand against the regulations. Greider complained to Reclamation officials in mid-1951 about "the unusual activities of its employees" in opposing not only the rules but the Park Service's planning and development as well. He conceded that they had a right to their private opinions, but he emphasized that

> when representatives of one government agency organize and carry on an intensive high-pressure public campaign . . . in which they misrepresent the purposes and policies of another agency with which they have a cooperative agreement, it is entirely another matter.[104]

A number of non-governmental people in the community had told Greider of being approached by Reclamation employees looking for support in their opposition to the Park Service. Greider finally met with the District Project Manager and his staff who agreed that Reclamation's propaganda campaign had gone to unjustifiable lengths. Reclamation agreed to draft a statement of support for the Park Service, and all believed that its release would reassure the public that the agency gave no official support to most of the complaints voiced by individual employees.[105]

The problem did not end there, however. The Park Service appeared vindictive later that fall when it requested transfer of the Yacht Club lease from Reclamation to Park Service control, less than two days after the club had taken a formal stand against the Park Service. The recently retired Frank A. Banks, former Reclamation supervising engineer, saw this move as retaliatory, and he also harshly criticized the Park Service for its lack of recreational improvements. He said that he had initially worked to attract the Park Service to the area but saw that the agency had done little to develop it or encourage recreational use. Instead, he believed the regulations and other rules discouraged and antagonized people, causing the Park Service's public relations to become "terrible."[106]

The second legacy from the fight over regulations led to the Park Service losing its bid to manage the Equalizing Reservoir, now known as Banks Lake. The reservoir formed after Reclamation constructed Dry Falls Dam near Coulee City and filled the formerly dry Grand Coulee with water from Lake Roosevelt. Water from the reservoir is used to irrigate the Columbia Basin Irrigation Project. The Park Service had studied this area in the 1930s for possible inclusion in the National Park System. While many believed it had unique geological and scenic values, a bill to establish the area as a national park received an unfavorable report in both 1918 and 1926, and National Park Service Director Horace Albright disapproved the idea in May 1933. Washington State acquired close to 470 acres at Dry Falls ca. 1922 for a state park. Construction of Grand Coulee Dam rekindled Park Service interest in the area, and a 1938 report suggested that the area south of the planned reservoir could be established as a national monument to showcase its outstanding geological features. The report also recommended that the Park Service consider the recreational development along both the Columbia River and the proposed reservoir to be formed in the North Coulee, with the combination of recreation and education offering "even greater appeal to the traveling public."[107]

Planning moved from the theoretical to the practical stage by the late 1940s as agencies and community groups tried to assess who could best manage the recreational aspects of the Equalizing Reservoir. The Grant County Recreation Committee, a subcommittee of the Grant County Chamber of Commerce, was concerned primarily with fast results. A secondary concern was development of a fishery program, and many on the committee felt that the state would be unable to produce results in a reasonable time. "Perhaps it is needless to say I did not say anything that would discourage . . . [this] line of reasoning," admitted Greider.[108] Before the end of the year, Washington State informed the Park Service that it would be unable to assume management and development of the reservoir, so Secretary of the Interior Oscar Chapman told both the Park Service and Reclamation to proceed with plans to add the reservoir to LARO. Five of the regional office staff spent several days the following spring conducting a preliminary study of the Equalizing Reservoir, and both agencies continued to plan for the Park Service to administer the new lake.[109]

By September 1951, as complaints escalated about the proposed regulations for Lake Roosevelt, public support for Park Service administration of the Equalizing Reservoir began to erode. Hubert H. Walter, Administrative Assistant for the Columbia Basin Commission, said that local people were worried about potential restrictions and they believed that state parks administration would be more sympathetic to their concerns. At a meeting later that fall, the CBC supported local concerns by passing a resolution that the new reservoir be given to the state for administration. A few months later, the Park Service decided to back off from its push to include the reservoir in the NRA until public relations improved. In the meantime, Reclamation would continue to handle permit requests in consultation with Greider. The Regional Director recognized that the Park Service faced a difficult situation at LARO, one so volatile that he decided to send a representative there on special assignment to handle public relations prior to implementation of any regulations.[110] It is unclear whether or not this person ever came.

Washington State once again indicated interest in the Equalizing Reservoir early in 1952 when it became apparent that the Park Service was losing its hold on the area. The director of the Department of Game asked Reclamation for eight months to conduct a joint wildlife and recreation study to see what lands might be needed. Within less than two months, however, the director of the Washington State Parks and Recreation Commission announced that the Park Service should take responsibility for the area north of Coulee City and State Parks would take the area to the south. Even with that reduced area, the state agency would have insufficient finances to develop parks for several years. After the state backed out, the Park Service met with Reclamation, U.S. Fish and Wildlife Service, Washington Department of Game, and State Parks to negotiate an agreement to administer the reservoir. The CBC continued to object, saying that people wanted the state to administer the area even if development took many years.[111]

The fate of the Equalizing Reservoir remained up in the air for the rest of 1952 as agencies vied for influence and control. The Park Service continued to plan for the recreational development there, which was to become a fourth ranger district at LARO. National Park Service Director Conrad Wirth backed the inclusion of the new lake in the NRA, saying that the administration of both lakes by one agency was both logical and economical. To critics concerned about over-regulation of Park Service units, he responded that the agency's approach to reservoir recreation areas was considerably less restrictive than its policies concerning national parks. Because the reservoirs were artificial in nature, they were more appropriate for "man-made attractions" than other parks. Meanwhile, the Washington Department of Game Director maintained his agency's interest in the reservoir and complained to Congressman Walt Horan that while Reclamation had done a fine job with the Columbia Basin Irrigation Project, it was not in the state's interest to have other federal agencies step in and "literally create a federal empire within the Basin." In addition, he believed that his agency would be better at administering the reservoir since "the record of the Park Service in this State as regards recreational development is one of glowing promises and . . . few accomplishments," with bureaucratic regulations that made enjoyment of natural resources "onerous" to many people.[112]

The CBC kept pushing its case for state control as well. It succeeded in delaying any decision when National Park Service Director Wirth agreed that his agency would not sign the Memorandum of Agreement for the Equalizing Reservoir before discussing the issue with the Commission. CBC's Hubert Walter suggested that they should continue stalling to delay the transfer until the new Eisenhower administration took over. The change of leadership brought a variation in the original plan when Douglas McKay, the new Secretary of the Interior, proposed a cooperative solution with both state and federal agencies combining efforts. Under his plan, the Park Service would retain general supervision of both LARO and the Equalizing Reservoir area, both of which he considered nationally significant. The administration could be flexible enough, however, to allow state and local agencies to develop and manage some areas. For instance, the state Department of Game might manage some areas for wildlife, while the State Parks and Recreation Commission could develop park facilities both at the reservoir and Lake Roosevelt. Despite these suggestions, the Park Service retained control of Lake Roosevelt while the State took over the Equalizing Reservoir.[113]

Administration of the Equalizing Reservoir did not work as well as supporters had hoped, at least initially. By 1958, local opinion had reversed and begun pushing for transfer of the area to the Park Service. "Our people are, of course, not participating in the promotion of this transfer," reassured the Regional Director.[114] Dissatisfaction was based apparently on the state's lack of development at the reservoir, ironically the same reason cited by those displeased with the Park Service's administration at Lake Roosevelt a decade earlier.[115] Despite complaints, the reservoir remained under state management.

It is difficult to pinpoint all the factors that contributed to the unrest at LARO during the late 1940s and early 1950s, but reasonable speculation suggests at least three: slow pace of development, imposition of regulations, and the personality of Superintendent Greider. Released from wartime constraints, local people eagerly awaited the development of the new lake. At first they were patient with limited budgets and supported the local Park Service administration. But as months stretched into years, they took out their frustrations on LARO staff. As relations began to sour, the Park Service imposed regulations on all NRAs. Many of the initially strict rules were modified following a comment period, but the simmering resentment turned to outright anger as residents saw the Park Service trying to limit their use of the NRA to developed areas only, when LARO had not yet received sufficient funding to develop many public facilities.

The strong personality of the first superintendent, Claude E. Greider, may have compounded the problem. Greider had definite ideas about how to run the NRA and periodically clashed with Regional personnel. He vigorously defended Park Service interests at LARO against attacks by both the OIA (the log dump at Sanpoil Bay) and Reclamation (the concrete plant at the South Marina). During the controversy over regulations, several critics described Greider as confrontational suggesting, at least, that his actions occasionally could be misinterpreted. Don Everts, a long-time LARO employee, remembered Greider as "kind of a pompous person . . . [but] a pretty good superintendent."[116] Soon after Everts arrived at LARO in 1951, he accompanied Greider and several staff to Hunters to discuss potential development work there.

> And he got out, he was a little guy, bald-headed, just a small guy, strutted around in his uniform. And [he] looked around and decided he'd ask us what we'd suggest. Well, that didn't go over too well right at first. We didn't suggest what he had in mind. So he . . . says, "Now we'll vote on it." So we did, and he was all by himself. And the classic statement that stuck in my mind for years, "That's the end of democracy in this area." He was quite a guy.[117]

Passions evidently cooled following the fights over LARO regulations and management of the Equalizing Reservoir. Greider's annual report for FY1953 was brief: "No events of sufficient significance to the National Park Service occurred in this area to suggest the need for a special report." By that time, the Superintendent was ready to move on. The Park Service transferred Greider to the Portland Office on August 12, 1953, where he was named Assistant Chief of the Columbia Basin Recreation Survey and placed in charge of the Rogue River Recreation Survey. He was replaced at LARO by Hugh Peyton, the former superintendent of the Millerton Lake NRA in California. Greider's connection with LARO and Lake Roosevelt spanned nearly fourteen years. He nurtured the idea of a recreation area, oversaw its initial development, and stayed long enough to help it get its feet wet. Many of the issues he faced, especially Indian rights and public rejection of Park Service rules and regulations, have continued to challenge LARO managers to the present.[118]

Endnotes

[1] USBR, "Plan of Joint Investigations, Columbia Basin Irrigation Project," Memorandum No. 2, 1 Nov. 1939: 4-19, file Columbia Basin Area I, 1939, box 88, RG 187, NARA-PAR.

[2] Paul C. Pitzer, *Grand Coulee: Harnessing A Dream* (Pullman: WSU Press, 1994), 271-272; "Joint Investigations, Columbia Basin Project," *Reclamation Era* 30 (Aug. 1940): 219.

[3] USBR, "Plan of Joint Investigations, Columbia Basin Irrigation Project," Memorandum No. 2, 1 Nov. 1939: 17-18, file Columbia Basin Area I, 1939, box 88, RG 187, NARA-PAR

[4] USBR, *Recreational Development of Roosevelt Lake: Columbia Basin Joint Investigations, Problem 26* (Washington, D.C.: Government Printing Office, 1945), iv.

[5] Conrad L. Wirth, NPS Supervisor of Recreation and Land Planning, to NPS Acting Regional Director, 26 Oct. 1939, file 3, box 1, RG 079-89-001, NARA-PSR.

[6] USBR, *Problem 26*, iv.

[7] NPS Regional Director to [Claude E.] Greider, NPS State Supervisor, 4 Nov. 1939, file 3, box 1, RG 079-89-001, NARA-PSR.

[8] Barry Mackintosh, *The National Parks: Shaping the System* (Washington, D.C.: NPS, 1985), 52-53; NPS, *A Study of the Park and Recreation Problem of the United States* (Washington, D.C.: Government Printing Office, 1941), vi-vii.

[9] NPS, *Park and Recreation Problem*, vi-vii, 53-54; Elmo R. Richardson, *Dams, Parks and Politics: Resource Development and Preservation in the Truman-Eisenhower Era* (Lexington: University Press of Kentucky, 1973), 14, 52-53; Mackintosh, *Shaping the System*, 52, 56; H. W. Bashore, USBR Commissioner, to NPS Director, 10 May 1945, LARO.94.3249.2, LARO.HQ.ADM.

[10] John E. White, NPS Regional Director, to Earle S. Draper, Director of Department of Regional Planning Studies, Tennessee Valley Authority, 22 Oct. 1940, file 2, box 1, RG 079-89-001, NARA-PSR.

[11] Marshall N. Dana, District Chairman, by R. F. Bessey, Consultant, to Harland Bartholomew, Consultant, 1 May 1936, file Recreation – Regional, Recreation Comm. 1936, box 49, RG 187, NARA-PAR.

[12] C. E. Greider, NPS Recreation Planner, to Edward W. Torbert, USBR Field Coordinator, 30 Jan. 1940, file 3, box 1, RG 079-89-001, NARA-PSR; Greider to Major A. E. McKennett, Corps of Engineers, 9 April 1940, file 3, box 1, RG 079-89-001, NARA-PSR; Greider to Torbert, 4 Oct. 1940, file 2, box 1, RG 079-89-001, NARA-PSR; "Status of Study for Problem No. 26," draft, 29 Oct. 1940: 1-2, file 2, box 1, RG 079-89-001, NARA-PSR; "A Committee Progress Report, Problem No. 26, Joint Investigations Columbia Basin Irrigation Project," 15 Nov. 1940: 1-2, file Columbia Basin Area I, 1940, box 107, RG 187, NARA-PAR; Torbert to Greider, 26 Oct. 1940, file 2, box 1, RG 079-89-001, NARA-PSR.

[13] C. E. Greider, NPS Recreation Planner, to NPS Regional Director, 29 Oct. 1940, file 2, box 1, RG 079-89-001, NARA-PSR.

[14] NPS Regional Director to NPS Director, 31 Oct. 1940, file 2, box 1, RG 079-89-001, NARA-PSR; "Digest of Minutes of Committee Meeting on Problem No. 26, Joint Investigation Columbia Basin Irrigation Project," 15 Nov. 1940: 8-9, file Columbia Basin Area I, box 107, RG 187, NARA-PAR; A. E. Demaray, NPS Associate Director, telegram to NPS Regional Director, 26 Nov. 1940, file 2, box 1, RG 079-89-001, NARA-PSR; [Claude E.] Greider, NPS Recreation Planner, to Col. White, NPS Regional Director, 16 Dec. 1940, file 2, box 1, RG 079-89-001, NARA-PSR.

[15] *Spokesman-Review*, 8 Jan. 1939, letters column; A. E. Demaray, NPS Associate Director, to NPS Acting Regional Director, 26 Feb. 1940, file 3, box 1, RG 079-89-001, NARA-PSR; Harold L. Ickes, Secretary of the Interior, to Mrs. Franklin D. Roosevelt, 18 April 1945, file 9, box 8, RG 079-89-001, NARA-PSR.

[16] C. E. Greider, NPS Recreation Planner, to NPS Regional Director, 28 Nov. 1940, file 2, box 1, RG 079-89-001, NARA-PSR; Greider to F. A. Banks, USBR Supervising Engineer, 2 Dec. 1940, file 2, box 1, RG 079-89-001, NARA-PSR.

[17] John R. White, NPS Regional Director, telegram to Phillip [sic] Kearney, NPS Associate Landscape Architect, 7 March 1941, file 5, box 1, RG 079-89-001, NARA-PSR; Conrad L. Wirth, NPS Supervisor of Recreation and Land Planning, to NPS Regional Director, 12 March 1941, file 5, box 1, RG 079-89-001, NARA-PSR; Herbert Maier, NPS Acting Regional Director, telegram to NPS Director, 14 March 1941, file 5, box 1, RG 079-89-001, NARA-PSR; Kearney to Claude E. Greider, NPS State Supervisor, 17 April 1941, file 3, box 3, RG 079-89-001, NARA-PSR.

[18] Herbert Maier, NPS Acting Regional Director, telegram to Philip Kearny [sic], NPS Associate Landscape Architect, 10 April 1941, file 5, box 1, RG 079-89-001, NARA-PSR.

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[19] Phil Kearney, NPS Associate Landscape Architect, to Claude E. Greider, NPS State Supervisor, 17 April 1941, file 3, box 3, RG 079-89-001, NARA-PSR.

[20] Phil Kearney, NPS Associate Landscape Architect, to [Claude E.] Greider, NPS State Supervisor, 24 May 1941, file 3, box 3, RG 079-89-001, NARA-PSR; NPS Acting Regional Director to Kearney, 1 Aug. 1941, file 5, box 1, RG 079-89-001, NARA-PSR; Raymond E. Hoyt, NPS Chief of Recreation Planning Division, to Kearney, 26 Aug. 1941, file 5, box 1, RG 079-89-001, NARA-PSR; Kearney to NPS Regional Director, 29 Aug. 1941, file 5, box 1, RG 079-89-001, NARA-PSR.

[21] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS State Supervisor, 8 Sept. 1941, file 3, box 3, RG 079-89-001, NARA-PSR.

[22] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS State Supervisor, 20 Sept. 1941, file 3, box 3, RG 079-89-001, NARA-PSR.

[23] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS State Supervisor, 12 July 1941, file 3, box 3, RG 079-89-001, NARA-PSR.

[24] Philip W. Kearney, "Progress Report on Land Use Study – Columbia River Reservoir – for the period June 22 to 28, 1941," file 5, box 1, RG 079-89-001, NARA-PSR.

[25] "Digest of Minutes, Committee Meeting on Problem No. 26, Joint Investigation Columbia Basin Irrigation Project," Olympia, 22 May 1941: 3-4, 6-8, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR.

[26] Ibid., 5.

[27] Philip W. Kearney, NPS Associate Landscape Architect, to Claude E. Greider, NPS State Supervisor, 25 April 1941, file 5, box 1, RG 079-89-001, NARA-PSR.

[28] "Digest of Minutes, Committee Meeting on Problem No. 26," 22 May 1941: 5, 9-11, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR.

[29] Ibid., 12-13, 16.

[30] F. A. Banks, USBR Supervising Engineer, to USBR Commissioner, 9 July 1941, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise.

[31] Philip W. Kearney, "Progress Report on Land Use Study, Columbia River Reservoir – for the period June 30 to July 5, 1941," file 5, box 1, RG 079-89-001, NARA-PSR; Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS State Supervisor, 18 July 1941, file 3, box 3, RG 079-89-001, NARA-PSR; NPS Associate Landscape Architect, "Progress Report on Land Use Study – Columbia River Reservoir for the period Oct. 13, to Oct. 18, 1941," file 3, box 3, RG 079-89-001, NARA-PSR; Raymond E. Hoyt, NPS Chief of Recreation Planning Division, and Greider to NPS Regional Director, 31 Dec. 1941, file 1, box 2, RG 079-89-001, NARA-PSR; H. Maier, NPS Acting Regional Director, to NPS Director, 31 Dec. 1941, file 1, box 2, RG 079-89-001, NARA-PSR; Kelly Cash, former LARO Assistant Superintendent, personal communication to Nancy F. Renk, 1 March 2001.

[32] F. A. Banks, USBR Supervising Engineer, to USBR Commissioner, 30 Sept. 1941, file Copy – CODA Historical Files #2, LARO.HQ.SUP; Guy D. Edwards, Superintendent, Boulder Dam NRA, to NPS Regional Director, 29 Sept. 1941, file 1, box 2, RG 079-89-001, NARA-PSR; Stephen R. Tripp, NPS Administrative Assistant, to NPS Director, 16 Feb. 1942, file 1, box 2, RG 079-89-001, NARA-PSR; "Agreement Between the Bureau of Reclamation and the National Park Service Relating to the Development and Use of the Grand Coulee Reservoir Area," 22 July 1942, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise.

[33] Conrad L. Wirth, NPS Acting Director, to NPS Regional Director, 20 Oct. 1941, file 1, box 2, RG 079-89-001, NARA-PSR.

[34] C. E. Greider, NPS State Supervisor, to NPS Regional Director, 26 Nov. 1940, file 2, box 1, RG 079-89-001, NARA-PSR; [Ernest A.] Davidson, NPS Regional Chief of Planning, to Chairman, Committee on Joint Investigations, Problem No. 26, 18 Nov. 1941, file 1, box 2, RG 079-89-001, NARA-PSR.

[35] Raymond E. Hoyt, NPS Chief of Recreation Planning Division, to NPS Regional Director, 26 Nov. 1941, file 1, box 2, RG 079-89-001, NARA-PSR.

[36] Ernest A. Davidson, NPS Regional Landscape Architect, to NPS Regional Director, 13 Nov. 1940, file 2, box 1, RG 079-89-001, NARA-PSR; Claude E. Greider, NPS Recreation Planner, and Philip W. Kearney, NPS Associate Landscape Architect, to NPS Regional Director, 30 July 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM.

[37] Stephen R. Tripp, NPS Administrative Assistant, to NPS Director, 16 Feb. 1942, file 1, box 2, RG 079-89-001, NARA-PSR.

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[38] NBD [Newton B. Drury], NPS Director, to [Conrad] Wirth, NPS Assistant Director, 9 March 1942, file 1, box 2, RG 079-89-001, NARA-PSR (time of 11:15 p.m. was written on the note).

[39] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS Recreation Planner, 28 June 1941, file 3, box 3, RG 079-89-001, NARA-PSR; USBR, *Problem 26*, 17, 19-20; Charles B. Hosmer, Jr., *Preservation Comes of Age: From Williamsburg to the National Trust, 1926-1949*, v. 1 (Charlottesville: University Press of Virginia, 1981), 718-720.

[40] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS Recreation Planner, 4 July 1942, file 3, box 3 RG 079-89-001, NARA-PSR.

[41] C. E. Greider, NPS Recreation Planner, to Edward N. Torbert, USBR Field Coordinator, 9 July 1942, file 1, box 5, RG 079-89-001, NARA-PSR.

[42] Philip W. Kearney, "Progress Report on Land Use Study, Columbia River Reservoir, for the Period March 15 to 31, 1942," file 1, box 2, RG 079-89-001, NARA-PSR ; Kearney, NPS Associate Landscape Architect, to NPS Regional Director, 19 March 1942, file 1, box 2, RG 079-89-001, NARA-PSR.

[43] Philip W. Kearney, NPS Associate Landscape Architect, to NPS Regional Director, 6 Feb. 1942, file 1, box 2, RG 079-89-001, NARA-PSR.

[44] R. D. Waterhouse, NPS Regional Engineer, to NPS Regional Director, 30 March 1942, file 1, box 2, RG 079-89-001, NARA-PSR.

[45] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS Recreation Planner, 27 April 1942, file 3, box 3, RG 079-89-001, NARA-PSR.

[46] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS Recreation Planner, 16 April 1942, file 3, box 3, RG 079-89-001, NARA-PSR.

[47] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider],NPS Recreation Planner, 27 April 1942, file 3, box 3, RG 079-89-001, NARA-PSR; Kearney, "Progress Report – Master Plans – Columbia River Reservoir Area for the period April 12 to April 25, 1942," file 1, box 2, RG 079-89-001, NARA-PSR.

[48] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS Recreation Planner, 19 June 1942, file 3, box 3, RG 079-89-001, NARA-PSR.

[49] Phil [Kearney], NPS Associate Landscape Architect, to Claude [Greider], NPS Recreation Planner, 4 July 1942, file 3, box 3, RG 079-89-001, NARA-PSR.

[50] Philip W. Kearney, "Progress Report on Land Use Study, Columbia River Reservoir, for the Period March 15 to 31, 1942," file 1, box 2, RG 079-89-001, NARA-PSR; "Agreement Between the Bureau of Reclamation and the National Park Service Relating to the Development and Use of the Grand Coulee Reservoir Area," 22 July 1942, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise; [Claude E. Greider], "A Very Brief History of National Park Service Activities in the Franklin D. Roosevelt Lake Area," ca. 1 Feb. 1946, file H14 Project Histories (USBR), LARO.HQ.ADM; Claude G[reider], NPS Recreation Planner, handwritten report to Major [Owen A.] Tomlinson and H. Maier, NPS Regional Office, 29 Dec. [1942], file 3, box 3, RG 079-89-001, NARA-PSR.

[51] F. A. Gross, Colville Indian Agency Superintendent, to C. E. Greider, NPS Recreation Planner, 15 July 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise; Greider to NPS Regional Director, 7 Sept. 1943: 3, file Copy – CODA Historical Files #2, LARO.HQ.SUP.

[52] Claude E. Greider, NPS Recreation Planner, to NPS Regional Director, 7 Sept. 1943, file Copy – CODA Historical Files #2, LARO.HQ.SUP; F. A. Gross, Colville Indian Agency Superintendent, to Commissioner of Indian Affairs, 4 Oct. 1943: 2-3, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[53] C. E. Greider, NPS Recreation Planner, to Lincoln Lumber Company, 7 Sept. 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise; "Memorandum of Agreement Among the Bureau of Reclamation, National Park Service, and Office of Indian Affairs Relating to the Planning, Development, and Administration of the Coulee Dam Recreational Area," 18 Dec. 1946, part I.5, part III.8, part IV.2, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO. The Indian Zones included lands that had been acquired by Reclamation for the Columbia Basin Irrigation Project. They lay above the high water mark, adjacent to the reservations. Since the signing of the Lake Roosevelt Cooperative Management Agreement in 1990, these lands and adjacent waters are referred to as the Reservation Zone.

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[54] Claude E. Greider, NPS Recreation Planner, and Philip W. Kearney, NPS Associate Landscape Architect, to NPS Regional Director, 30 July 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; Greider to NPS Regional Director, 12 Oct. 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM.

[55] Claude E. Greider, NPS Recreation Planner, to NPS Regional Director, 12 Oct. 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM.

[56] Claude E. Greider, NPS Recreation Planner, and Philip W. Kearney, NPS Associate Landscape Architect, to NPS Regional Director, 30 July 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; Herbert Maier, NPS Acting Regional Director, to Greider, 2 Oct. 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; Maier to Greider, 16 Oct. 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM.

[57] NPS, "Columbia River Reservoir Area, Washington, General Report and Development Outline," June 1944: 7, file USA.3.1, LARO.HQ.100.

[58] Newton B. Drury, NPS Director, to NPS Regional Director, 11 Sept. 1944, file 3, box 3, RG 079-89-001, NARA-PSR; F. A. Banks, USBR Supervising Engineer, to USBR Commissioner, 3 Nov. 1944, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; Drury to NPS Regional Director, 16 Oct. 1944, file 3, box 3, RG 079-89-001, NARA-PSR.

[59] Claude E. Greider, NPS Recreation Planner, to F. A. Banks, USBR Regional Director, 14 Oct. 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise.

[60] F. A. Banks, USBR Supervising Engineer, to USBR Acting Commissioner, 21 July 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise; Claude E. Greider, NPS Recreation Planner, to NPS Director, 29 Oct. 1945, box 4, History – Coulee Dam NRA, LARO.HQ.LIB; USBR, *Project History, 1944*, 45; Claude G[reider], NPS Recreation Planner, handwritten report to Major [Owen A.] Tomlinson and H. Maier, NPS Regional Office, 29 Dec. [1942], file 3, box 3, RG 079-89-001, NARA-PSR.

[61] "Superintendent's Annual Report, CODA," FY1947: 1, file 3, box 3, RG 079-89-001, NARA-PSR.

[62] "Memorandum of Agreement," 18 Dec. 1946: Recitals.7, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ,PAO; *Act of August 7, 1946, Statutes at Large*, 60, ch. 788, 885 (1946).

[63] Mackintosh, *Shaping the System*, 51-52; "Memorandum of Agreement," 18 Dec. 1946: part I.7, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[64] C. Richard Neely for the DOI Regional Solicitor, to NPS Regional Director, 29 March 1985, CODA Historical Files #1, LARO.HQ.SUP; LARO, "National Park Service Administration of Coulee Dam National Recreation Area (CODA)," n.d., file A44 Multi-Party Agrmt., LARO.HQ.ADM; General Authorities Act of 1970, as quoted in LARO, *Draft General Management Plan/Environmental Impact Statement: Lake Roosevelt National Recreation Area* (September 1998):170.

[65] Torrison v. Baker et al., No. CS-97-285-FVS, United States District Court, Eastern District of Washington, 27 Sept. 2000: 6. For full text of the opinion, see Appendix B.

[66] Claude E. Greider, NPS Recreation Planner, to F. A. Banks, USBR Supervising Engineer, 31 May 1946, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; Banks to USBR Commissioner, 6 June 1946, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; "Memorandum of Agreement," 18 Dec. 1946: Part I.8, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; USBR, *Project History, 1948*, 55; "Superintendent's Annual Report, CODA," FY1947: 3, file 3, box 3, RG 079-89-001, NARA-PSR; "Superintendent's Annual Report, CODA," FY1948: 1-2, file 3, box 3, RG 079-89-001, NARA-PSR.

[67] Claude E. Greider, LARO Superintendent, to NPS Director, 11 Aug. 1947, file 16, box 136, RG 079-89-001, NARA-PSR; "Superintendent's Annual Report, CODA," FY1947: 3, file 3, box 3, RG 079-89-001, NARA-PSR.

[68] List of Bureau of Reclamation Property in use on loan basis in Coulee Dam Recreational Area, Office, Warehouse, and Field, as of Oct. 1, 1947, file 17, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[69] Herbert Maier, NPS Acting Regional Director, to NPS Regional Director, 10 April 1946, file 3, box 3, RG 079-89-001, NARA-PSR.

[70] Claude E. Greider, LARO Superintendent, to Kirby Billingsley, Columbia Basin Commission Secretary, 8 March 1948, file 1, box 6, RG 079-89-001, NARA-PSR.

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[71] Claude E. Greider, LARO Superintendent, to S.F. (?) Hutton, USBR Engineer, 21 March 1949: 2, file H14 Project Histories (USBR), LARO.HQ.ADM; Greider to Kirby Billingsley, Columbia Basin Commission Secretary, 8 March 1948, file 1, box 6, RG 079-89-001, NARA-PSR.

[72] A. E. Demaray, NPS Director, to Walt Horan, U.S. House of Representatives, 21 May 1951, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU.

[73] Walt Horan, U.S. House of Representatives, to W. C. Howe, Spokane County Republican Central Committee, 18 April 1950, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU; Columbia Basin Interagency Committee Minutes, "Minutes of the 21st Meeting of the CBIAC," Seattle, 17 Sept. 1948: 4, Special Collections, UI; Edwin C. Bearss, "The National Park Service and Its History Program: 1864-1986 – An Overview," *Public Historian* 9 (Spring 1987): 14.

[74] Claude E. Greider, LARO Supervisor, to Kirby Billingsley, Columbia Basin Commission Secretary, 30 Jan. 1948, file 1, box 6, RG 079-89-001, NARA-PSR.

[75] Walt Horan, U.S. House of Representatives, to W. G. Oves, Publicity-Tourist Bureau, Spokane Chamber of Commerce, 21 Jan. 1949, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU.

[76] Walt Horan, U.S. House of Representatives, to W. C. Howe, Spokane County Republican Central Committee, 18 April 1950, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU.

[77] Claude E. Greider, LARO Supervisor, to William S. Royce, [secretary to Walt Horan, U.S. House of Representatives], 19 Sept. 1947, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU.

[78] William S. Royce, secretary to Walt Horan, U.S. House of Representatives, to Claude E. Greider, LARO Supervisor, 22 Oct. 1947, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU; Walt Horan, U.S. House of Representatives, to R. T. Paine, President of Colville Chamber of Commerce, 7 Nov. 1947, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU.

[79] Claude E. Greider, LARO Supervisor, to NPS Director, 31 Dec. 1947, file 16, box 136, RG 079-89-001, NARA-PSR.

[80] F. S. Ludolph, Chairman, Grant County Board of County Commissioners, to Warren G. Magnuson, U.S. Senate, 7 May 1949, file 22, box 85, accession 3181-3, Magnuson Coll., UW.

[81] Conrad L. Wirth, NPS Acting Assistant Director, to Warren G. Magnuson, U.S. Senate, 3 June 1949, file 22, box 85, accession 3181-3, Magnuson Coll., UW; Claude E. Greider, LARO Superintendent, to Kirby Billingsley, Columbia Basin Commission Secretary, 17 June 1949, file 5, box 208, accession 3181-4, Magnuson Coll., UW. Greider's title was Supervisor from November 1946 to mid-February 1948, when it changed to Superintendent; Hillary [sic] A. Tolson, compiler, *Historical Listing of National Park Service Officials* ([Washington, D.C.]: U.S. Department of the Interior/National Park Service, 1986), 70.

[82] C. Grover Wilson, Chairman, Publicity-Tourist Bureau, Spokane Chamber of Commerce, to Warren G. Magnuson, U.S. Senate, 1 Feb. 1950, file 22, box 85, accession 3181-3, Magnuson Coll., UW.

[83] C. S. Hutsell, Grand Coulee Navigation Co. manager, to Walt Horan, U.S. House of Representatives, 27 April 1951, file 21, box 85, accession 3181-3, Magnuson Coll., UW.

[84] NPS, "Columbia River Reservoir Area, Washington: General Report and Development Outline," June 1944: 4, USA 3.1, LARO.HQ.100; "Report for Calendar Year 1944, Leases, Licenses, and Special Use Permits, Columbia River Reservoir," 1-4, file LARO.94.3249.25, LARO.HQ.ADM (figures vary somewhat from those in first document); "Memorandum of Agreement," 18 Dec. 1946, Part III.4, file 2, Box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; F. A. Banks, USBR Regional Director, to USBR Commissioner, 22 April 1944, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; Claude E. Greider, LARO Superintendent, to Banks, 9 Dec. 1948, file LARO.94.3249.25, LARO.HQ.ADM; Greider to Walt Horan, U.S. House of Representatives, 28 Oct. 1948: 2, 4, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU.

[85] W. O. Kurth, Secretary, Grand Coulee Chamber of Commerce, to Warren G. Magnuson, U.S. Senate, 16 July 1949, file 21, box 85, accession 3181-3, Magnuson Coll., UW.

[86] Claude E. Greider, LARO Superintendent, to Kirby Billingsley, Columbia Basin Commission Secretary, 17 June 1949, file 5, box 208, accession 3181-4, Magnuson Coll., UW; LARO, "Master Plan," v. III, section F, March 1963: 4, file D18 Master Plan 1962, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[87] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 13 Dec. 1948: 1, 3, 6, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; F. A. Banks, USBR District Manager, to Greider, 15 Dec. 1948, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

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[88] O. A. Tomlinson, NPS Regional Director, to Claude E. Greider, LARO Superintendent, 25 Jan. 1949, file 1, box 6, RG 079-89-001, NARA-PSR.

[89] O. A. Tomlinson, NPS Regional Director, to R. J. Newell, USBR Regional Director, 4 Jan. 1949, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; Newton B. Drury, NPS Director, to USBR Commissioner, 2 March 1949, file 1, box 6, RG 079-89-001, NARA-PSR; Michael W. Straus, USBR Commissioner, to NPS Director, n.d., file 1, box 6, RG 079-89-001, NARA-PSR.

[90] F. A. Banks, USBR District Manager, to Claude E. Greider, LARO Superintendent, 8 March 1949, file 1, box 6, RG 079-89-001, NARA-PSR; Greider to Banks, 10 March 1949, file 1, box 6, RG 079-89-001, NARA-PSR; Banks to Greider, 18 March 1949, file 1, box 6, RG 079-89-001, NARA-PSR; O. A. Tomlinson, NPS Regional Director, to Greider, 14 March 1949, file 1, box 6, RG 079-89-001, NARA-PSR.

[91] "Memorandum of Agreement," 18 Dec. 1946, Part III. 9, file 2, Box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Claude E. Greider, LARO Superintendent, to F. A. Banks, USBR District Manager, 23 Sept. 1948, file 1, box 4, RG 079-89-001, NARA-PSR.

[92] "Rules and Regulations, Rough Draft 9-22-48": 4-8, 10-12, 21, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; [Paul Lemargie], USBR Chief of Legal Division, to USBR District Manager, 14 Oct. 1948, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 21 Oct. 1948, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; Greider to NPS Regional Director, 5 Nov. 1948, file History of NPS, CODA, drawer 5, LARO.HQ.RMO.

[93] Confidential memo from NPS Director to NPS Regional Director, 2 May 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO.

[94] Confidential memo from NPS Director to NPS Regional Director, 2 May 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; confidential memo from O. A. Tomlinson, NPS Regional Director, to NPS Director, 10 May 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; confidential memo from Claude E. Greider, LARO Superintendent, to NPS Director, 13 May 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; confidential memo from Greider to NPS Director, 13 May 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO.

[95] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 8 Aug. 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO.

[96] "Title 36 – Parks, Forests, and Memorials, Chapter I – National Park Service, Department of the Interior, Part 2 – General Rules and Regulations Governing Recreational Areas, Draft 9-22-49," file History of NPS, CODA, drawer 5, LARO.HQ.RMO; Claude E. Greider, LARO Superintendent, to NPS Director, 22 Sept. 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; Herbert Maier, Acting NPS Regional Director, to NPS Director, 20 Oct. 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; Greider to NPS Regional Director, 25 Oct. 1949, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; Newton B. Drury, NPS Director, to NPS Regional Directors, 5 Dec. 1949, file 1, box 4, RG 079-89-001, NARA-PSR; F. A. Banks, USBR District Manager, to USBR Regional Director, 14 Dec. 1949, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[97] Boyd Hanna, Grand Coulee Dam Yacht Club commodore, to Walt Horan, U.S. House of Representatives, 21 Feb. 1950, file 21, box 85, accession 3181-3, Magnuson Coll., UW, Mactin (?) G. White, Acting Assistant Secretary of the Interior, to Warren G. Magnuson, US Senate, 21 March 1950, file 21, box 85, accession 3181-3, Magnuson Coll., UW; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 23 March 1950, file History of NPS, CODA, drawer 5, LARO.HQ.RMO. It is unclear whether or not the regulations were actually published in the Federal Register at this time.

[98] Walt Horan, U.S. House of Representatives, to Oscar Chapman, Secretary of the Interior, 12 April 1950, file 22, box 85, accession 3181-3, Magnuson Coll., UW; Boyd Hanna, Grand Coulee Dam Yacht Club commodore, to Oscar L. Chapman, Secretary of the Interior, 23 March 1950, file 21, box 85, accession 3181-3, Magnuson Coll., UW.

[99] "Sails and Motors to Dot Dam Lake," *Columbian* 5 (23 Feb. 1939): 11, file 12, box 2, accession 87-4-454, WSA-CRB; Boyd Hanna, Grand Coulee Dam Yacht Club commodore, to Warren G. Magnuson, U.S. Senate, 4 June 1950, file 21, box 85, accession 3181-3, Magnuson Coll., UW; "Superintendent's Annual Report, CODA," FY1949: 2-3, file 3, box 3, RG 079-89-001, NARA-PSR.

[100] Transcript of meeting at Grand Coulee Dam Yacht Club, 1 June 1951: 1-2, 5-6, 21, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[101] Ibid., 24.

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[102] R. F. Mirick, Secretary of Ancient and Honorable Association of Bass Fishermen and Duck Hunters, to Claude E. Greider, LARO Superintendent, 5 June 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; "Memorandum Concerning the Proposed Issuance of General Rules and Regulations Governing the National Recreational Areas," [ca. July 1951]: 5, 6, 8, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; "Resolution of Grand Coulee Dam Yacht Club," 15 Oct. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; C. D. McGregor, President [Grand Coulee Gun Club], to Columbia Basin Commission, 5 Nov. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; Carl Scott, President [Grand Coulee Dam Sportsmans Association], to Columbia Basin Commission, 6 Nov. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; Hubert H. Walter, Administrative Assistant, Columbia Basin Commission, to Oscar Chapman, Secretary of the Interior, 27 Sept. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; Chapman to Walter, 24 Oct. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; "Resolution of the Columbia Basin Commission," 6 Nov. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO.

[103] Lawrence C. Merriam, NPS Regional Director, to NPS Director, 25 Jan. 1952, file History of NPS, CODA, drawer 5, LARO.HQ.RMO; Conrad L. Wirth, NPS Director, to Secretary of Interior, 16 May 1952, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; Oscar L. Chapman, Secretary of Interior, to Mr. Walter, Columbia Basin Commission, 27 June 1952, file 36-A-1-b Roosevelt Lake Rec. Area, 1951, box 6, Dept. of Conservation, Director's Papers, WSA; W. Butler, Grand Coulee Dam Yacht Club commodore, to Walt Horan, U.S. House of Representatives, 15 Jan. 1953, file 2, box 9, RG 079-89-001, NARA-PSR.

[104] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 10 July 1951, file 2, box 9, RG 079-89-001, NARA-PSR.

[105] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 20 July 1951, file 2, box 9, RG 079-89-001, NARA-PSR.

[106] Clifford R. Koester to Columbia Basin Commission, 6 Nov. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; F. A. Banks, "Statement of F. A. Banks to The Columbia Basin Commission," Spokane, Washington, 6 Nov. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO.

[107] Completed form, "Proposed National Parks & Monuments," Grand Coulee, ca. 1935: 4, file H14 Historical Records – Grand Coulee, LARO.HQ.ADM; Frank A. Kittredge, NPS Regional Director, to NPS Director, 14 Feb. 1938, file 3, box 1, RG 079-89-001, NARA-PSR; Washington State Planning Council, *A Study of Parks, Parkways and Recreational Areas, State of Washington,* Works Progress Administration, July 1939: 55; Earl A. Trager, NPS Chief of Naturalist Division, "Grand Coulee, General Considerations," Aug. 1938: 2, 6, file H14 Historical Records – Grand Coulee, LARO.HQ.ADM.

[108] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 6 Dec. 1949, file 2, box 9, RG 079-89-001, NARA-PSR.

[109] Claude E. Greider, LARO Superintendent, to NPS Director, 14 April 1950, file 19, box 136, RG 079-89-001, NARA-PSR; Oscar L. Chapman, Secretary of Interior, to Mr. Walter, Columbia Basin Commission, 17 Oct. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; USBR, *Project History 1950,* 51; "Superintendent's Annual Report, CODA," FY1950: 2, file 3, box 3, RG 079-89-001, NARA-PSR.

[110] Hubert H. Walter, Administrative Assistant, Columbia Basin Commission, to Oscar Chapman, Secretary of Interior, 10 Sept. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; "Resolution of the Columbia Basin Commission," 6 Nov. 1951, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; Lawrence C. Merriam, NPS Regional Director, to NPS Director, 3 March 1952, file History of NPS, CODA, drawer 5, LARO.HQ.RMO.

[111] John A. Biggs, Director of Washington Department of Game, to H. A. Parker, USBR Supervising Engineer, 28 Feb. 1952, file 1 of 3 Recreation, box 34, Columbia Basin Commission, WSA; John R. Vanderzicht, Director of Washington State Parks and Recreation Commission, to Parker, 22 April 1952, file 1 of 3 Recreation, box 34, Columbia Basin Commission, WSA; Hubert H. Walter, Administrative Assistant, to W. A. Galbraith, Director of Washington Department of Conservation and Development, 23 April 1952, file 1 of 3 Recreation, box 34, Columbia Basin Commission, WSA.

[112] Conrad L. Wirth, NPS Director, to Hubert H. Walter, Administrative Assistant, Columbia Basin Commission, 4 Dec. 1952, file 1 of 3 Recreation, box 34, Columbia Basin Commission, WSA; Claude E. Greider, LARO Superintendent, to USBR District Manager, 24 Sept. 1951, file 18, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Greider to Eril C. Wert, 9 Oct. 1952, box 4, History – Coulee Dam NRA, LARO.HQ.LIB; Greider to NPS Regional Director, 13 June 1952: 3, file D18 Planning Program, closed

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6/3/53, LARO.HQ.ADM; John A. Biggs, Director of Washington Department of Game, to Walt Horan, U.S. House of Representatives, 2 Dec. 1952, file 1 of 3 Recreation, box 34, Columbia Basin Commission, WSA; John A. Biggs, Director of Washington Department of Game, to Greider, 23 Dec. 1952, file 1 of 3 Recreation, box 34, Columbia Basin Commission, WSA.

[113] Hubert H. Walter, Administrative Assistant, Columbia Basin Commission, to W. A. Galbreath [sic], Director of Washington Department of Conservation and Development, 5 Dec. 1952, file 36-A-1-b Roosevelt Lake Rec. Area, 1951, box 6, Dept. of Conservation, Director's Papers, WSA; Douglas McKay, Secretary of the Interior, to Galbraith, 19 Feb. 1953, file 1 of 3 Recreation, box 34, Columbia Basin Commission, WSA. Available documentation did not indicate how the final decision was reached concerning administration of the Equalizing Reservoir.

[114] Lawrence C. Merriam, NPS Regional Director, to NPS Director, 27 Oct. 1958, file A44 Tri-Party Agrmt. – Sites in Coulee Dam, LARO.HQ.ADM.

[115] Catherine May to Wey Simpson, News Director of KULE radio station, wire, 10 April 1959, file Interior – National Park Services, box 6, May Coll., WSU; "Superintendent's Annual Report, CODA," CY1959:1, file 2621 Annual Reports Field Areas 1-1-60 to 12-31-60, box 4, RG 79-95-05, NARA-PSR.

[116] Don and Connie Everts, interview with Nancy F. Renk, 7 Dec. 1999, Tape 1-A, tape and index on file LARO.HQ.

[117] Mrs. Homer (Sis) Robinson and Don Everts, interview with Nancy F. Renk, 6 Dec. 1999, Tape 1-A, tape and index on file LARO.HQ.

[118] "Superintendent's Annual Report, CODA," FY1953, file A2621 Annual Reports Field Areas 5-1-53 to 12-1-53, box 3, RG 79-95-05, NARA-PSR; Lawrence C. Merriam, NPS Regional Director, to P. R. Nalder, USBR District Manager, 7 Aug. 1953, file 18, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

Chapter 4

Agreements and Disagreements: From Tri-Party Agreement to Multi-Party Agreement

From the beginning, National Park Service administration at Lake Roosevelt National Recreation Area (LARO) has been entwined with the interests of the United States Bureau of Reclamation, the Bureau of Indian Affairs, and two federally-recognized tribes – the Colville Confederated Tribes and the Spokane Tribe of Indians. The resulting complex jurisdictional situation has changed considerably over the years and continues to evolve today. Sometimes the three agencies, all siblings within the Department of the Interior, have worked cooperatively toward common goals while at other times they have squabbled like a dysfunctional family. The addition of the tribal voices, on equal footing with the three agencies, has altered the balance, and all five parties have been adjusting to new roles over the past decade.

The most complex administrative relationship at LARO is that between the Park Service and the two tribes. Historians Robert H. Keller and Michael F. Turek have noted that Park Service-Indian relations nationwide generally fall into four stages: "(1) unilateral appropriation of recreational land by the government; (2) an end to land-taking but a continued federal neglect of tribal needs, cultures, and treaties; (3) Indian resistance, leading to aggressive pursuit of tribal interests; and (4) a new NPS commitment to cross-cultural integrity and cooperation."[1] There are variations in this pattern at LARO, of course; for instance, although Reclamation purchased Indian lands for reservoir purposes, it soon turned these lands over to the Park Service to administer for recreation. Despite these variations, the same general stages appear to hold true, from acquisition of Indian lands for Grand Coulee Dam and its reservoir through the 1990 Lake Roosevelt Cooperative Management Agreement (or Multi-Party Agreement) to the present.

Indians had accumulated numerous grievances well before their lands were condemned for the Grand Coulee project. Their losses began decades earlier with the establishment of reservations and subsequent forced land cessions. Federal policies around the turn of the century encouraged assimilation of Indians into mainstream non-Indian culture. For instance, Indian children were sent to boarding schools in an effort to suppress traditional Indian culture. Similarly, allotment of reservation lands was supposed to encourage Indians to become farmers; it also freed up "excess" land for non-Indian settlement.

During the 1920s, Indian poverty caught the attention of some whites and spawned a number of organizations interested in Indian welfare. Concurrent with the interest of private groups, the federal government began a slow reversal of its assimilation policies. Secretary of the Interior Hubert Work designated the independent Institute of Government Research to report on reservation conditions and federal policy. The group published its report, "The Problem of Indian Administration," known simply as the Meriam Report, in 1928 and set the stage for future reforms. Evidence of desperate health and economic conditions suggested that established Indian policy had done little to create self-sufficient citizens. To counter this dismal situation, the Meriam Report offered ideas to improve education and health programs. The authors also recommended a whole different approach to native people, one that showed respect and understanding of their Indian culture. These conclusions and suggestions repeated those made by other reform groups. Change began with President Herbert Hoover's appointees in the Department of the Interior and accelerated when John Collier was appointed Commissioner of Indian Affairs in 1933.[2]

The most important legislation to come out of this period was the Indian Reorganization Act (IRA) of 1934, also known as the Wheeler-Howard Act. It called for tribal elections to either accept or reject the requirements to write a tribal constitution and establish self-government. For those tribes that voted to accept these, the act called for an end to land allotment and provided for additional purchases of lands to replace some of those lost under the Dawes Act. In addition, any lands that had not been allotted were to be returned to the tribal governments. The IRA also established a revolving loan fund for community development, provided educational loans for Indian students, and allowed Indian preference for jobs in the Office of Indian Affairs (OIA).[3]

Although two-thirds of the tribes nationwide voted to accept the provisions of the IRA, not all tribes were pleased with the choice. Among these were both the Colville and Spokane tribes. The Colvilles rejected the IRA in an election in April 1935, with 421 voting in favor and 562 against. Tribal members also rejected a constitution in June 1936, but after revisions, those who came to the polls in February 1938 voted heavily in favor. This established the Colville Business Council with fourteen members from four districts. In addition, it gathered the eleven separate bands of the reservation and renamed them the Colville Confederated Tribes (CCT). The Spokane Tribe of Indians (STI) also voted down the IRA but did not approve its tribal constitution until May 1951.[4]

Loss of Lands to Grand Coulee Dam Project

The Indian Reorganization Act came too late to help the CCT or STI in their dealings with the government during construction of Grand Coulee Dam. With the Colville Business Council just recently organized and the Spokane Tribe still without any officially recognized form of tribal government, neither was in a strong position when Reclamation began the massive Columbia Basin Irrigation Project. Instead, they relied on the OIA to look out for their interests. At the start of dam construction in July 1933, Harvey K. Meyer, Superintendent of the Colville Indian Agency, warned OIA officials that the Indians claimed half of the river. After thorough study, Assistant Commissioner William Zimmerman, Jr., agreed, and he promised that the Federal Power Commission would pay careful attention to protecting Indian rights. He asked Meyer to keep him "advised of any important development affecting the Indians' interest."[5] Later that fall, Frank R. McNinch, Chairman of the Federal Power Commission, asked for information on how the project at Grand Coulee would affect Colville and Spokane Indian rights. Zimmerman responded that the enormity of the project made it difficult to advise at that point, but he described the potential power production from the dam and concluded that it "could bear a reasonable annual rental . . . for the Indians' land and water rights involved." According to Zimmerman, the Solicitor's Office stated that Reclamation would take care of tribal interests.[6]

Reclamation tried to get a handle on the monetary value of Indian losses. In 1934, L. M. Holt, Supervising Engineer in Salt Lake City, made an initial estimate of the value of Indian lands and timber. He also recognized the importance of salmon to the Colville Tribe and noted that while the value of the annual catch was difficult to determine, $15,000 per year seemed like "the proper figure" to use. More importantly, he acknowledged only the Colville Indians' rights to a share of the undeveloped power, estimating the compensation due at $1 per horsepower, or a total one-time payment of $345,000. He claimed that the amount of water needed for power generation that originated on both reservations was negligible when compared to the total flow of the Columbia. In addition, the dam's location on the north bank was on a white homestead rather than Indian land. He figured that annual payments to the Colville Tribe of $34,419 and just $690 to the Spokane Tribe would compensate them both fairly for the loss of lands and timber and would further compensate the Colville Tribe for their loss of salmon and undeveloped water power. Reclamation, however, found by 1937 that it was busy with other urgent matters, and concern for Indian rights to power revenue and compensation for loss of the salmon runs fell by the wayside. The Indians remembered this promise, though, and in January 1941 Mr. Adolph reminded the Colville Business Council saying, "One of our Indians asked Mr. Wheeler about our royalty. Mr. Wheeler stated that we would be entitled to royalty."[7] Despite these promises, the settlement would take decades to resolve.

Reclamation and the OIA worked together to acquire Indian lands needed for the project. During 1937, the General Land Office surveyed Colville Indian allotments and tribal lands along the projected high-water line. The following year, Reclamation drafted legislation that allowed it to obtain rights-of-way across Indian lands. With the legislation evidently delayed and waters starting to rise behind the dam, Reclamation grew anxious to resolve the issue. It negotiated a memorandum of understanding with the OIA, signed on April 6, 1939, to purchase Indian lands. The MOU noted that some of these lands had already been inundated and the water was approaching others, necessitating the immediate purchase of all Indian interests in these tracts. It stipulated that Reclamation's appraisals be adopted over those of the OIA since they were more favorable to the Indians. Other interbureau agreements during this period covered additional lands as well as relocation of utility lines and roads.[8]

Payment was slow in coming, however, causing worry for Louis Balsam, who served at the Colville Indian Agency as Field Representative in Charge. He claimed that each day of delay caused genuine harm to many tribal members, and he urged prompt payments so that people could afford to relocate at upper elevations. Most of the condemned lands were used for agriculture and grazing and thus were important for subsistence, so Balsam recommended that both commissioners of Reclamation and Indian Affairs consider the annual crop cycle when acquiring lands. "The taking of these lands for clearing, which is absolutely necessary, is causing unrest among the Indians," he wrote. "Any delay now in paying for these lands means that starvation conditions may result during the 1940 crop year." He urged prompt settlement and noted Reclamation had been making payments to fee title holders, most of whom were non-Indians, for more than four years. Doing the same for tribal allottees would help "allay understandable charges that Indians have not been accorded equality in these right of way matters."[9]

Act of June 29, 1940

With waters rising rapidly, Congress finally enacted legislation, drafted by Reclamation and the OIA, to acquire Indian lands for the Grand Coulee project. A few months prior to passage, John C. Page, Commissioner of Reclamation, had suggested wording to tighten up the language concerning Indian rights. This limitation was needed, he explained, to help the Bureau "sponsor the greatest possible development of reservoirs" by working with other federal agencies. He believed that the limits of any reserved rights had to be clearly defined before the agencies could effectively plan their work.[10] The Act of June 29, 1940 (Acquisition of Indian Lands for Grand Coulee Dam, 54 Stat.703), gave the United States "all the right, title, and interest of the Indians in and to the tribal and allotted lands within the Spokane and Colville Reservations," up to 1,310-foot elevation, except at the Klaxta townsite where the government was allowed to take lands above that line. In addition, the act gave the government the right to take additional reservation lands "from time to time" as needed for utilities and roads in connection with the Grand Coulee project. The Secretary of the Interior was allowed to determine "just and equitable compensation," with payments for tribal lands being transferred to the appropriate tribal account. Compensation due to individual owners was transferred to the Superintendent of the Colville Agency to credit to the person's account. The Secretary of the Interior was then permitted to use these funds to purchase other lands and improvements or move existing improvements to a new site to benefit the allottee.[11]

Section 1 of the 1940 Act contained a key paragraph that has generated more confusion, controversy, and pages of legal opinion than probably any other document pertaining to the Grand Coulee project. It states,

> The Secretary of the Interior, in lieu of reserving rights of hunting, fishing, and boating to the Indians in the areas granted under this Act, shall set aside approximately one-quarter of the entire reservoir area for the paramount use of the Indians of the Spokane and Colville Reservations for hunting, fishing, and boating purposes, which rights shall be subject only to such reasonable regulations as the Secretary may prescribe for the protection and conservation of fish and wildlife: *Provided*, That the exercise of the Indians' rights shall not interfere with project operations. The Secretary shall also, where necessary, grant to the Indians reasonable rights of access to such area or areas across any project lands.[12]

The Committee on Problem No. 26, set up to provide guidance for the recreational development of the reservoir area, wrestled with the implications of this paragraph. What area was included in "approximately one-quarter of the entire reservoir"? What did "paramount use" mean? What rights were Indians giving up in exchange for one-quarter of the reservoir? "Isn't the setting aside of one-fourth of the entire reservoir area for the paramount use of the Indians going to create some serious difficulties?" asked one committee member.[13] The problems became immediately apparent and during the next year, state and federal officials planning the new recreation area realized they needed help, particularly from the Indians. Unable to obtain advice from the tribes, a subcommittee appointed to clarify the 1940 Act concluded that the area reserved for Indians applied to the water only and recommended that this be adjacent to reservation lands. It further determined that "paramount" was not "exclusive," so non-Indians could fish in an area designated for the paramount use of the Indians as long as they had a special license like that needed for fishing on reservation lands. Details for administration of the area set aside for the Indians would be worked out between the OIA and the agency chosen to administer recreation in the new reservoir.[14]

Across the lake, the Colville Business Council tried to make sense of the same issues. Mr. Adolph, a Council member, noted that Indians had not been consulted prior to either construction of the dam or passage of the Act of June 29, 1940. "And still today, we were not asked what did we want," he reminded the Council. "The ¼ that was offered to us, there is a question as to where it may be taken. Therefore, I say let us take it slowly and consider it thoroughly as far as our lake rights are concerned." Following questions from other Council members, Colville Agency Superintendent Robertson said that one-quarter of the total reservoir area would amount to approximately 22,255 acres, yet if they used the reservation boundary of the middle of the river, the Indians would get over 33,600, an increase of more than 11,000 acres. Mr. Lemery picked up on this point. Remembering the loss of the north half of the reservation, he challenged fellow Council members: "We Indians are dumb and I guess we got to admit it," he said. "If you consent to concede these 11,600 acres, you are conceding your right to the boundary in the middle of the river. I think you should stand on your ground, and if you have to bring a suit, you should do it." Carthon Patrie, OIA Acting Regional Forester with the Colville Indian Agency, agreed that the Council did not need to rush this matter but he applied some pressure by suggesting that the sooner they could tell the Secretary what they wanted, the more favorable response they would get. He thought they could probably get the reservoir area bordering the reservations out to the thread of the river. By the end of the meeting, the Council refused to accept the terms of the Act of June 29, 1940, and instead chose "to retain all rights, powers and privileges heretofore held by them by virtue of previous treaties and/or agreements between said Indians and the United States Government."[15]

The Spokane Indians reacted with similar concerns. At a tribal council meeting held in January 1941, Superintendent Robertson gave figures for one-quarter of the reservoir area but explained that if the Indians got all of the Spokane River and half of the Columbia River where they bordered reservations, they would get 40,480 acres. He told them that the Secretary of the Interior had authority to set this much land aside for the tribes, but he wanted to hear views from the Indians. After much discussion, the Council passed a resolution "that we should have all the rights and full control of the entire Columbia Basin Lake, to the 1310 level, where it borders on the Spokane reservation, as long as these rights do not interfer [*sic*] with the operation of the Grand Coulee project; provided that the acceptance of this area does not jeopardize any claims the Spokane Indians may have because of losses sustained by the tribe."[16] Late in 1941, a delegation of members from both the CCT and STI went to Washington, D.C., to protest the limitation of their rights directly to the OIA. The outcome of this trip is unknown.[17]

Local OIA officials reiterated the Indians' statements and noted that both tribes were more concerned about their rights than the amount of land. They recognized the great potential for both commercial and recreational development of the new reservoir and they wanted to be able to participate. There was still great resentment on the reservations over the way land acquisition had been handled, and Superintendent F. A. Gross warned, "There is far more at stake than the hunting, fishing, and boating privileges interpreted in the strict sense of the meaning of these words." He went on to make several farsighted recommendations, many of which were finally embodied in the 1990 Multi-Party Agreement. These included Indian rights in an area of more than 40,000 acres; full control, including licensing, over activities and concessions for fishing, hunting, and boating between the 1,310 line and the thread of the Columbia and on the entire Spokane River; a deciding vote on decisions to allow commercial, business, grazing, and other uses on the freeboard lands adjoining their reservations; exemption from federal and state fishing regulations; and finally, steps to prevent pollution of the reservoir.[18]

Interagency Agreement

In addition to working through the implications of the 1940 act, many of the same people were working on a memorandum of agreement for planning, development, and administration of recreation in the reservoir area. Both Secretary of the Interior Harold L. Ickes and National Park Service Director Newton B. Drury had approved negotiations among the Park Service, Reclamation, and OIA. Indeed, the results were a foregone conclusion, and the announcement that the Park Service would soon be taking over jurisdiction of the reservoir was released nine days before the agreement was drafted. The agency relied heavily on its experience at Boulder Dam National Recreation Area, and Boulder Superintendent Guy D. Edwards played a key role in producing the agreement. Edwards arrived a week early to meet with Claude E. Greider, State Supervisor, and Raymond E. Hoyt, Chief of the Recreation Planning Division. Greider and Hoyt had written a rough draft based on the interbureau agreement used at Boulder Dam. They were joined by Charles L. Gable, Chief of Park Operators Division, and the four men refined the draft to eliminate items that had not worked well at Boulder Dam. Edwards and Greider then drove to Coulee Dam to represent the Park Service at the meeting to formally draft the interbureau agreement.[19]

Attending the meeting on September 25-26, 1941, were F. A. Gross, Superintendent of the Colville Reservation; Carthon R. Patrie, OIA Regional Forester; Melvin L. Robertson, Colville Indian Agency; L. N. Runnels, Colville Business Council; Claude E. Greider, State Supervisor for the Park Service; Guy B. Edwards, Superintendent at Boulder Dam NRA; Frank A. Banks, Reclamation Supervising Engineer; Philip R. Nalder, Reclamation Associate Engineer; and the Land Clerk from the Colville Indian Agency. Edwards warmed up the group with a presentation on Boulder Dam NRA, discussing its history, development, and administration. Greider then took over and presented the agreement. Discussion proceeded paragraph by paragraph, and the group referred as needed to both the MOA for Boulder Dam NRA, approved on October 13, 1936, and the Cooperative Agreement between the OIA and the Park Service concerning the Hualpai Indian Reservation, approved November 11, 1937.[20]

Although they made few changes in the draft agreement during two days of negotiations, each of the three agencies was able to present its views. Reclamation was concerned about its potential liability for injuries or damages due to landslides, so a special clause excluding them from damage suits was inserted into the agreement. The OIA remained concerned about Indian rights and insisted on having the authority to approve any leases or permits for use of the freeboard lands adjoining the reservations. In addition, it wanted to ensure that fees from licenses, permits, and leases for hunting, fishing, and boating in the area were used to benefit Indians. The Park Service balked, however, at the OIA's request to assume total jurisdiction over the Indian lands acquired under the 1940 act and insisted on administering all the lands as the only way to implement Park Service objectives. The agency further argued that a strict interpretation of the 1940 act gave Indians one-quarter of the water surface and only a "reasonable right of ingress and egress across the strip of land between the water surface and the 1310 line." At the conclusion of the meeting, a draft MOA was in place and endorsed by all attendees.[21]

This draft agreement never went into effect because Park Service Director Drury wanted to wait until detailed studies of the recreation area were completed and the agency had resolved the question of the area's national significance. The Director received a copy of the document within a week of its signing in September 1941, along with a memo from the Regional Director who stressed the importance of securing adequate funding to administer the new area before signing the agreement. Formal agreement on management of the recreation area remained in limbo until Reclamation and the Park Service signed a memorandum of agreement on July 22, 1942, that assigned planning and administration of the area to the Park Service. This was renewed annually through 1946.[22]

1945 Solicitor's Opinion

The question of Indian rights under the Act of June 29, 1940 (Acquisition of Indian Lands for Grand Coulee Dam), continued to concern the agencies working in the newly formed reservoir area. There were calls for a Solicitor's opinion as early as September 1941 when Leroy D. Arnold, OIA Director of Forestry, suggested that such a decision was needed "to obviate any possible unpleasant misunderstandings or disagreements later on."[23] Two years later, Walter V. Woehlke, with the OIA in Chicago, urged the Secretary to define Indian rights soon and went on to offer his interpretation of their paramount rights. These included the right to hunt and fish, without license fees, within the exterior boundaries of their reservations; the right to build and operate docking facilities and rent boats, all without license fees; and the right to use shore lands to water stock. In addition, he urged that the OIA be given jurisdiction over all the freeboard land within reservation boundaries.[24]

Predictably, both the Park Service and Reclamation objected to Woehlke's ideas, particularly the suggestion that the OIA manage reservation shore lands. Greider stressed the need for a single agency to maintain full administrative responsibility throughout the reservoir area, and he claimed that the public interest would not be served by Woehlke's plan to give Indians exclusive rights along the shore. "Undoubtedly, any qualified agency responsible for the administration of the area as a whole could amply provide for all legitimate interests of the Indians," wrote Greider, "and accomplish it in a manner that would not jeopardize certain esthetic, recreational, or other values which should be preserved."[25] Frank A. Banks agreed and added, "I am somewhat concerned because of the change in attitude of the Indian Service officials."[26]

The controversy and bickering ended, at least for a while, with the Solicitor's Opinion of December 29, 1945. Solicitor Warner G. Gardner did not resolve all issues and he left key decisions to the Secretary of the Interior, but he did lay the groundwork for nearly thirty years of jurisdiction at Lake Roosevelt. According to his opinion, the one-quarter of the reservoir area to be set aside for the Indians could include freeboard lands as well as water area, if the Secretary wished. Specific areas had to be allocated to the tribes, either one area to be shared or two separate areas; Gardner suggested that the one-quarter area be divided according to population, with 75 percent going to the CCT and 25 percent to the STI. Furthermore, these lands should be adjacent to or near reservation lands to ensure rights of access to the reservoir. "Other things being equal, this means that they should be located along the former shoreline of the Indian lands," wrote Gardner. The rights of ingress and egress across the freeboard lands should be proportionate with the intended use of the Indians' part of the reservoir. For instance, tribal members would be allowed to build a reasonable number of docks for their boating operations and could build other structures to use in hunting and fishing. On the question of rights, Gardner ruled that "the special rights granted to the Indians under the act were themselves obviously deemed to be a form of compensation for the riparian rights of the Indians for which no separate compensation had been made." While these were not exclusive rights, the Secretary had the power "to make the Indian rights exclusive where necessary to insure the realization of their privileges." Gardner refused to decide whether Indians had the right to grant licenses to others, but he did rule that they should not be charged fees for hunting, fishing, or boating and would be subject only to reasonable regulations to help protect and conserve wildlife.[27]

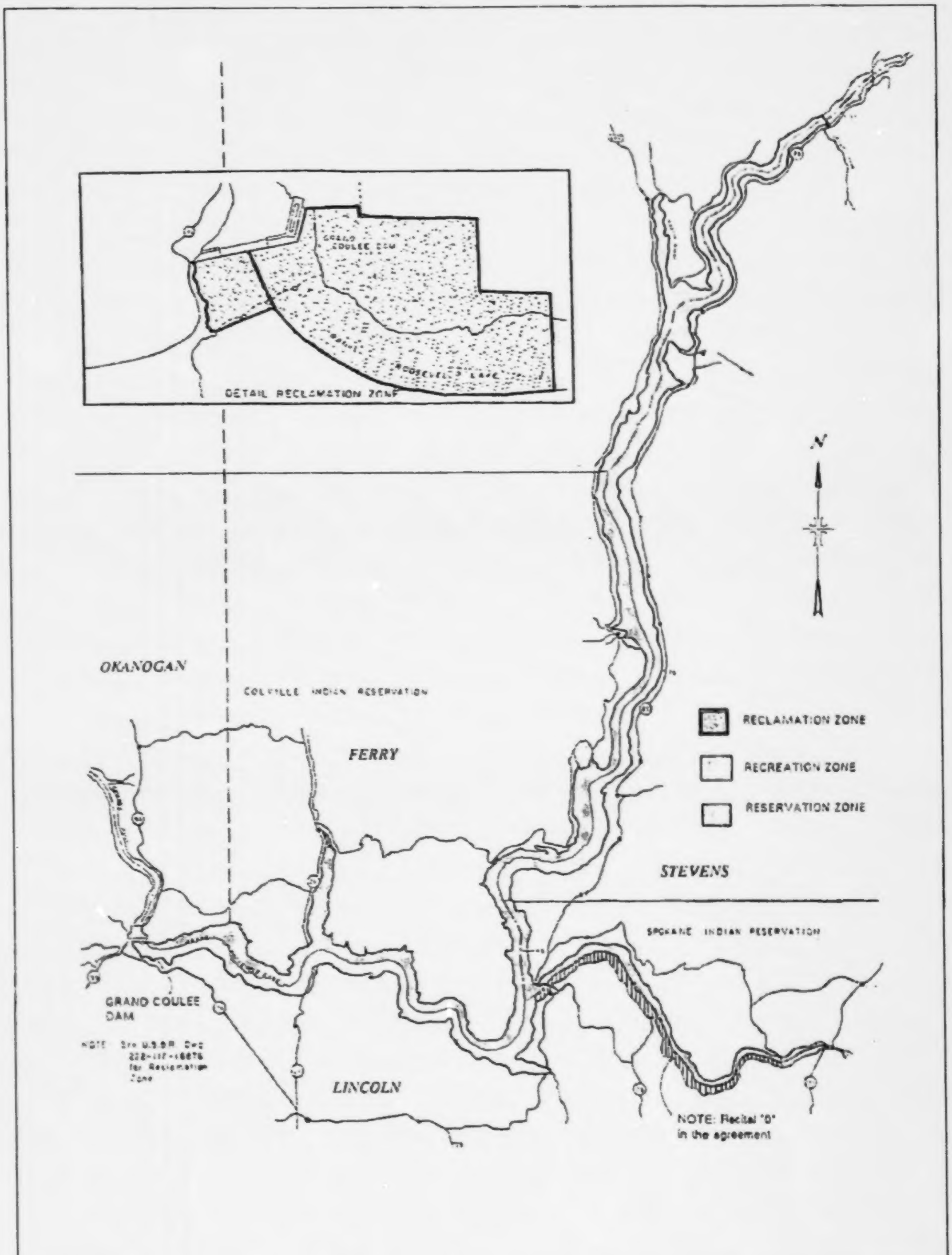
Tri-Party Agreement

The uncertainty that had clouded jurisdictional issues for several years dissipated immediately, and federal agencies revived their work on a cooperative agreement. Park Service Director Drury sent a copy of the Solicitor's opinion to Regional Director Owen A. Tomlinson asking for his opinion on areas to be set aside for paramount use of the Indians. Although it was primarily the responsibility of Reclamation and the OIA to delineate these areas, Drury suggested that it would be good for the Park Service to be involved in these discussions. He also urged Tomlinson to revise the draft agreement of September 26, 1941, and have it reviewed by the other agencies. If necessary, the Park Service could negotiate separate agreements with Reclamation and the OIA.[28]

Banks pushed for a commitment from the Park Service, causing it to pull back temporarily. Greider and Raymond E. Hoyt, Regional Chief, Recreation Study Division, had a meeting with Banks on February 16, 1946. When they arrived, they found that not only had he invited Reclamation and OIA officials, but he also expected Hoyt to work out the interbureau agreement so that the Park Service could take over management of the recreation area on July 1st. Both Hoyt and Greider made it clear that they were not aware of these plans and furthermore, they had no authority to commit the Park Service to this. Banks, in turn, was unhappy when he found out that the agency had not budgeted any funds to cover the costs of administering the area in FY1947. Despite these disagreements, the federal representatives reached consensus that one agency should have administrative responsibility for the entire area, including commercial operations. The only exception to this was that the OIA would retain control of agricultural and grazing permits in the Indian Zones. The points discussed that day formed the basis for the eventual agreement. Banks scheduled another meeting for the following month, and Park Service officials realized he wanted action. "The attitude of the Bureau people was one of wishing to be relieved of all administrative responsibility above the dam," noted Hoyt. "We feel from their remarks that they will insist that the National Park Service assume the entire responsibility."[29]

Negotiations continued, and on April 8, 1946, twenty-three people met at Coulee Dam to prepare a final draft of the interbureau agreement, including Supervising Engineer Frank A. Banks, Right-of-Way Engineer Thoralf Torkelson, and Regional Counsel H. Stinson for Reclamation; Herbert Maier, Raymond E. Hoyt, George Collins, and Claude E. Greider for the Park Service; and the superintendents of the Colville and Spokane reservations, other OIA officials, and various members of the tribal councils representing Indian interests. Using a memo from Hillory Tolson as a guide, Maier was pleased to report that seven hours of negotiations produced an agreement that incorporated nearly all of the Park Service proposals. After considerable discussion of a name, the delegates agreed on Coulee Dam Recreational Area. A more difficult point involved funding. Banks argued that Reclamation should not have to fund the work since the Park Service was responsible for recreation development and administration. Maier countered that the agency could not request funding for developing and administering an area that was not part of the National Park System. Banks conceded this point, but Maier noted, "It is my feeling that Mr. Banks acquiesced only with the thought in mind that when he transmits the draft to the Commissioner he will suggest further consideration of this item before final submission to the Secretary."[30]

The OIA continued to have some reservations about the agreement. The agency insisted that it be designated to issue permits and administer log dumping operations within the Indian Zones, after consultation with the Park Service. More importantly, Acting Commissioner John McGue maintained that since Indian rights had not yet been defined, he hesitated to sign a document that might be viewed later as a departmental interpretation of these rights. Until the Secretary defined these rights, McGue wanted the agreement to include "a specific provision to the effect that nothing therein contained


DETAIL RECLAMATION ZONE
GRAND COULEE DAM
ROOSEVELT LAKE
N
OKANOGAN
COLVILLE INDIAN RESERVATION
FERRY
RECLAMATION ZONE
RECREATION ZONE
RESERVATION ZONE
STEVENS
SPOKANE INDIAN RESERVATION
GRAND COULEE
DAM
LINCOLN
NOTE: Recital "0"
in the agreement

Map showing Reclamation, Recreation, and Reservation zones at Lake Roosevelt. Although the map is dated 1990, the zones are essentially the same as the Reclamation, Recreation, and Indian zones defined in the 1946 Tri-Party Agreement. (U.S. Bureau of Reclamation, Exhibit A, Lake Roosevelt Cooperative Management Area, 9 March 1990. USBR Archives 222-117-19083.)

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shall be construed as a waiver of any rights the Indians may have."[31] This statement was included in the final agreement.

Both tribal councils passed resolutions approving the April 1946 draft MOA, but they also voiced concern. In fact, the Colville Business Council passed a second resolution the same day asking that Indians of both reservations be allowed to hunt and fish within the Indian Zones without being charged for a license. In addition, they wanted access to, and the right to build and operate, docking facilities within their zones, as well as the right to rent and operate boats without paying any fees. If their paramount interests were later found to be in jeopardy, they requested that the Secretary set aside all or part of the Indian Zones for their exclusive use.[32]

The final MOA, known as the Tri-Party Agreement, was signed on December 18, 1946. It divided the reservoir area into three zones: Reclamation, Recreation, and Indian. The Bureau retained jurisdiction over activities in the Reclamation Zone, including recreation, although the agency was to consult with the Park Service on development of any recreational facilities there. The OIA had responsibility for both the Colville and Spokane Indian Zones, including issuing agriculture, grazing, and log dump permits; fire prevention; and construction and maintenance, in consultation with the Park Service, of any structures needed in conjunction with Indians' paramount rights. The OIA also agreed to provide the Park Service with any help needed in its relations with individual Indians at the new recreation area.[33]

A large portion of the agreement spelled out Park Service duties in the new recreation area. One of the primary functions, of course, was developing and implementing plans for facilities throughout the recreation area. In addition, the Park Service agreed to consult with the OIA in locating and protecting potential recreation sites in the Indian Zones. The agency was also directed to establish policies covering uses of all the land in the recreation area, except for agriculture and grazing in the Indian Zones and special hunting, fishing, and boating rights of Indians. The Park Service took responsibility for issuing and administering permits for special uses, including industrial and recreational, for all the land in the recreation area, and grazing and agricultural uses for lands outside the Indian Zones. The agreement also designated the Park Service as the agency to promulgate rules and regulations governing public uses and protection of resources. Finally, the Park Service agreed to advise both Reclamation and the OIA in recreation matters in their respective zones.[34]

While the federal agencies were still fine-tuning their final agreement at Lake Roosevelt, Congress passed a law that added legitimacy to Park Service administration of the recreation area. Public Law 633, passed August 7, 1946, authorized Park Service appropriations for "Administration, protection, improvement, and maintenance of areas, under the jurisdiction of other agencies of the Government, devoted to recreational use pursuant to cooperative agreements."[35] The Secretary of the Interior issued a statement in July 1947 on the Department's policy for recreation development and administration at Reclamation reservoirs. The Park Service would assist Reclamation on a reimbursable basis to develop preliminary plans for recreational facilities at reservoir areas. As part of this work, the Park Service would submit estimates of construction costs to Reclamation to be included in the annual costs of reservoir construction. If funded by Congress, the Park Service would agree to build these recreational facilities. This information left both Greider and Banks scrambling to determine how it applied to Coulee Dam Recreational Area. Both had just submitted their 1949 estimates to their respective regional offices, and they wondered if Reclamation was to cover Park Service estimates. Regional Director Tomlinson reassured Greider that he believed this new policy did not apply to recreational areas already taken over by the Park Service, so the budgets remained unaltered.[36]

Termination and Relocation

While Reclamation and the Park Service worried about budgets for the newly formed Coulee Dam Recreational Area, Indian tribes had much larger issues confronting them. Faced with their very survival as federally recognized tribes, the Colville and Spokane tribal governments did not have much time during the 1950s and 1960s for issues at the adjoining recreation area. Federal Indian policy changed following World War II and bureaucrats were joined by many Indians, particularly returning war veterans, in favoring full integration of native people into mainstream American society. This led to federal policies of termination (ending federal trust status) and relocation throughout the United States, as well as the work of the Indian Claims Commission.

The push for termination began during President Harry Truman's term and accelerated following the election of Dwight D. Eisenhower in 1952. It started with the Zimmerman Plan in 1947 that ranked tribes according to their perceived ability to survive withdrawal of federal trust status. Truman's 1950 appointment of Dillon S. Myer to be Commissioner for the Bureau of Indian Affairs (BIA, formerly Office of Indian Affairs) put pressure on both the tribes and the agency. Myer proposed training and job placement assistance for those who wanted to leave the reservation, and he offered help in developing industrial programs for those who chose to remain. Both programs shared the same goal, that of making Indians independent of the federal government. Although Myer urged BIA officials to help tribes understand the effects of termination, he insisted on proceeding even without tribal cooperation. Myer also reorganized the BIA, and there was talk of eventually terminating the agency along with the tribes. In 1953, the Republican Congress passed House Concurrent Resolution 108 with little discussion. Supported by the Department of the Interior, the bill established the policy of termination, ending the tribes' status as wards of the government and moving to withdraw all federal responsibilities to Indian tribes. Bills targeting specific tribes followed.[37]

Under termination, tribes were given two options to dispose of their tribally owned lands: either they could form a corporation to manage the properties under a trustee of their choice, or they could liquidate their assets and distribute the proceeds among tribal members. Should a tribe choose neither option, the Secretary of the Interior was authorized to transfer titles to a trustee who would then liquidate the holdings. Once targeted for termination, tribes had two to five years to complete the process. The push to terminate tribes weakened by the late 1950s, especially as states and local governments began to realize that the costs of taking over social services on former reservation lands far exceeded any benefits from taxing these lands. Before the effort ended, only 3 percent of all federally-recognized Indians were terminated.[38]

As a corollary to termination, the federal government pushed a policy of relocation to encourage Indians to move from reservations to urban areas where there were more job opportunities and the potential for a higher standard of living. The BIA believed that once tribal members adjusted to their new lives in the cities, there would be no need for reservations. Some Indians volunteered to move and in the decade following World War II, approximately 100,000 left reservations throughout the country. The change proved disastrous for many, however, who suffered profound culture shock and lacked basic urban skills such as knowing how to use a telephone. By the late 1950s, the BIA changed the focus from relocation to employment assistance, attracting interest from Indians wanting vocational training. Indian centers opened in cities to help relocated Indians. Ultimately, the failure of both termination and relocation helped fuel the Red Power movement of the 1960s.[40]

> **[The word "termination" spread] like a prairie fire of a pestilence through Indian country. It stirred conflicting reactions among my people; to some it meant the severing of ties already loose and ineffective; others welcomed it as a promise of early sharing in tribal patrimony. Many outsiders realized that it provided a first step towards acquiring Indian resources. The great majority of my people, however, feared the consequences. The action of Congress, accompanied by the phrase "as rapidly as possible," sounded to them like the stroke of doom.[39]**
>
> **-- George Pierre, former CCT leader**

In 1954, a congressional report rated both the Spokane and the Colville Indians as able to handle their own affairs and thus ready for termination. The STI, however, moved quickly to squelch this idea. In a strong statement made to the Commissioner of Indian Affairs in 1955, the tribe said that it was neglected by the federal government. When the Agency had moved from the Spokane to the Colville Reservation nearly thirty years earlier, the tribe had lost many services to which they were entitled. During these years, the STI had only a sub-agency and consequently the tribe had received essentially only what was left after the Colville Agency took first choice. The STI blamed the BIA for this and went on to suggest that the federal government improve services to tribal members instead of withdrawing support. The STI refused to consider termination until their long-standing land claim was settled by the Indian Claims Commission. The tribe later asked to be separated administratively from the CCT in 1966, due to "widely divergent" ideologies.[41]

The CCT was not able to escape the termination effort without a difficult fight that caused great dissension within the tribes. The BIA informed the Colville Business Council in February 1953 that it would assign technical staff to help them work on termination, which the Council had already been studying. The process began in earnest, however, with the passage of Public Law 772 on July 24, 1956. This law returned to

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tribal ownership over 800,000 acres of former tribal lands that had not been disposed of under the Homestead Act. A condition of this land return was that the Colville Business Council had to propose legislation to terminate federal supervision within five years. Ironically, had the CCT voted in favor of the Indian Reorganization Act twenty years earlier, the Secretary of the Interior could have returned these lands to the tribe without any termination provision, but he was not allowed to do this for a non-IRA tribe. A group within the CCT that favored termination drafted legislation that was introduced in Congress in 1962, but the bill died in committee. Similar legislation was introduced but not passed in each Congress through 1970. The Park Service fully expected termination to pass and planned to assume responsibility for fire protection for lands on the west side of the lake. The movement for Colville termination came as the country was shifting away from this program and tribes across the nation fought against these CCT bills. On the Colville Reservation, however, there were many who supported the move, and some of these supporters were elected to the Colville Business Council. Although termination plans were eventually dropped, hard feelings persisted among pro- and anti-termination factions on the reservation.[42]

Indian Claims Commission

The work of the Indian Claims Commission (ICC) provided a partial counterbalance to the post-war federal programs of termination and relocation. The 1946 legislation that established the ICC set a five-year period during which tribes could file claims, followed by another five years during which the three-person commission would reach decisions. The Commission heard 852 cases in the first 5 years. To accommodate the large number of claims, Congress allowed extensions until it finally dissolved the ICC in 1978. The STI, through the law firm of Wilkinson, Boyden & Cragun (later Wilkinson, Cragun & Barker), filed a claim in August 1951, asking for additional compensation for lands taken in 1887. The tribe asserted that the amount paid, totaling thirty-two cents per acre for 3.14 million acres, was too low and the ICC agreed, awarding the tribe an additional $6.7 million in 1967. In addition, the Spokane Tribal Council asked the Secretary of the Interior in 1949 for compensation for the flooding of nearly 3,000 acres of land following completion of Grand Coulee Dam. They waited too long to file this claim with the ICC, however. At the time of the large CCT settlement in the 1990s, the STI asked the House of Representatives to waive the statute of limitations and allow similar compensation to the tribe for its fishery loss and share of power revenue, noting that to compensate the CCT but not the STI "would be an egregious miscarriage of justice." This case is still pending.[43]

The CCT also filed a number of claims with the ICC. Various tribes of the CCT claimed millions of acres had been taken unfairly. After the Secretary of the Interior initially opposed these claims, the CCT finally agreed in 1956 to a settlement of $1 million for a total of 1.7 million acres. Tribal members received a payment of $350 per capita in 1961. The tribes filed another claim in 1973 that dealt primarily with the loss of their fishery due to Grand Coulee and Chief Joseph dams; this claim was settled for $3.257 million in 1978. An even more important case concerned the CCT claim to power revenue from Grand Coulee based on their claim to Columbia River waters. The tribes began negotiating with the government in the mid-1970s, but a special task force found the tribal legal claims without merit in 1980. The tribes sued and eventually won a settlement in 1994 in the Court of Appeals that included a lump sum of $53 million and annual payments of at least $15.25 million.[44]

Testing the Waters: Indian Rights, 1949-1960

As the federal government was looking into ways to end its trust responsibility to the tribes, the Spokane Tribe quietly began to test the limits of Indian rights at Lake Roosevelt. The first target was lands on the Fort Spokane Military Reservation, administered by the OIA (and later by the BIA). Department of the Interior (DOI) Solicitor Nathan R. Margold had ruled in December 1939 that the government did not need to compensate any tribe for lands flooded at Fort Spokane, reasoning that there was never any treaty concerning these lands. Furthermore, he wrote, when the President set aside lands for a potential reservation in November 1873, the government assumed that the tribe's acceptance of the reservation meant that they had relinquished title to any lands outside of its boundaries. Local Reclamation and Park Service staff eyed the remaining Fort Spokane lands above the 1,310 line as early as 1943 because of the location's recreation potential, but departmental officials cautioned against trying to withdraw the remainder of the military reservation, noting that the land was not required for the purposes of the Columbia Basin Project. Superintendent Greider raised the subject again in 1947 and noted that he had the support of Wade Head, Superintendent of the Colville and Spokane reservations. While the Commissioner of Reclamation still opposed the idea, Reclamation's Regional Director enthusiastically supported withdrawal of these lands for recreational development as part of the new national recreation area (NRA).[45]

While Reclamation and the Park Service discussed the propriety of adding Fort Spokane lands to LARO, the Spokane Business Council passed a resolution on March 17, 1949, asking for confirmation of their title to these same lands. This claim distressed Park Service officials who believed that the STI was trying to get Margold's 1939 decision reversed. "It is unfortunate that this somewhat belated assertion of rights in the land by the Indians will delay, if not entirely block, the addition of the lands to the recreational area," wrote Paul R. Franke, Acting Director of the National Park Service, in October 1950. He realized, however, that the agency could do nothing until the BIA had completed its study and the Department of the Interior made a decision. [46] Due to the uncertain situation, the Park Service decided to forego any plans for the main fort grounds and instead planned to confine its concession developments there to the lower bench area that it already controlled. BIA Commissioner Myer sided with the STI early in 1951, noting that the 1873 agreement to relinquish lands, including the fort grounds, had never been ratified and there had been no compensation for the loss of this land. He said that the Indians believed that they had never given up their claims to these lands and thus still had "valid rights in and to the lands based on their aboriginal use and occupancy thereof." The BIA agreed that the Indians at least had a "strong moral claim to the land."[47] The Solicitor concurred with this moral claim and went further to say that even though aboriginal title had been extinguished, the STI might be entitled to compensation.

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He also suggested that the lands could not be withdrawn for recreation purposes unless Congress authorized such action.[48]

Faced with these opinions and tribal opposition, the Park Service attempted to reach a compromise on Fort Spokane lands. The agency realized that it might not need all of the 331.31 acres and decided to propose a division of the lands designed to achieve legislative approval. They hoped to secure a water supply for recreation development and in return were willing to offer the Indians a concession there for the sale of arts and crafts. BIA representatives supported this proposal as long as the United States agreed to recognize tribal ownership of the fort lands outside the recreation area. They believed that the Indians might support the settlement once they recognized the advantages of federal money used for recreation development, along with a display for local handicrafts. The STI refused to capitulate, however. At a meeting in April 1952, Council members reiterated that they still were not sure of their rights to the Fort Spokane lands and until this was cleared up, "they could do no horse trading without horses to trade."[49]

Despite this setback, Park Service officials continued unilaterally to make plans for the development of the Fort Spokane lands during the next few years; these plans covered not only the strip of land owned by the Park Service, but also the entire fort grounds administered by the BIA. Their concern increased in 1957 when they discovered that the BIA recently had abandoned the old fort buildings. LARO Superintendent Hugh Peyton pointed out the historical significance of the area and warned that removal of any part would be tragic. He asked the BIA to hold off any disposal until the Park Service could assess the site and its preservation possibilities. Because the public was increasingly interested in historic sites, Peyton believed that tourists to the fort would benefit the reservation's economy.[50]

While the STI was hoping to negotiate an agreement with the Park Service over Fort Spokane lands, some tribal members continued to push for an expansion of their rights on the reservoir. William Kieffer, a Spokane Indian who operated a small gas station on Highway 25, wanted to install a dock with gas pump on the Spokane Arm in 1958. LARO officials discouraged this and viewed the action as an indication that the STI was questioning the Park Service's authority to regulate and administer concessions within the Indian Zones. BIA representatives warned the Park Service that the Spokane Tribal Council was "considerably agitated" by the ruling against Kieffer. They had changed their thinking on Fort Spokane and now wanted to trade these lands for shore lands bordering the Spokane Reservation. LARO Superintendent Homer Robinson referred Kieffer's request to the Field Solicitor who ruled in favor of the Park Service, saying that the 1946 agreement gave the agency sole responsibility for approving and supervising concessions catering to the general public on any site in the recreation area.[51]

Attorneys for the STI issued a lengthy opinion strongly disagreeing with the Solicitor's conclusions. They argued that before construction of the dam, Indians had exclusive rights to license non-Indians for hunting and fishing on reservation lands, and the 1940 Act did not terminate these rights. They also had the right to exclude non-Indians from such activities, and "if the Indians could exclude, they could license." They concluded that Congress did not intend to limit Indian rights further with the 1940 Act since this

> would not be fair in light of the rights previously enjoyed by the Indians. . . . Thus, we say the public should be excluded from the land portions of the Indian Zone, and that the Indians can use the land portions to set up concessions or make such other ordinary uses as they previously could. If they cannot do at least this, then they are entitled to compensation for loss of valuable rights . . . .
>
> Actually, the Indians do not want further compensation; they want to share to some small extent in the economic opportunities made available by the vast lake created by Coulee Dam. The river bank land and access to the water was formerly one of their most important assets; it would be a most serious loss for them – not only of revenue but of opportunities for employment and self-enterprise – if they were to lose all benefits in this asset. The Act clearly contemplates that this asset was to be an "Indian Zone," and that the Indians were to have special rights in it. The Field Solicitor's opinion would deprive them of those special rights.[52]

The attorneys concluded that the Park Service could neither prohibit nor regulate concessions in the Indian Zones. Although such control would be advantageous, the agency must not trample Indian rights to gain it. The Indians were willing to cooperate and negotiate agreements with the Park Service, but until then, "they resist any attempted abridgments of their rights." Soon after this, tribal representatives met with Department of Interior (DOI) officials, and all agreed to have the Solicitor consider the issues.[53]

Superintendent Homer Robinson downplayed this disagreement, saying that he did not know of any actual plans that Indians had for concessions on the lake. Instead, he believed that they only wanted to establish a policy allowing them to provide services to the general public. Nonetheless, he worried that the Park Service might have to give Indians "preferential contracts to protect them from marginal operations intended only to skim the cream from the available business."[54]

The STI's request for a Solicitor's determination of their rights languished for nearly a year, during which time the Park Service was moving closer to acquiring the Fort Spokane lands from the BIA. A tribal attorney complained about this, saying that the Indians wanted to be part of any recreation plans for the area near their reservation and they hoped to work out an agreement with the Park Service. They were unable to proceed with this, however, without a determination of their rights. Because the STI was so poorly compensated for the loss of their lands, the attorney believed it was only fair for the Park Service to share the economic potential of the new recreation area. When the Solicitor's opinion finally arrived in May 1960, however, once again it went against the tribe. Deputy Solicitor Edmund T. Fritz concurred with the Field Solicitor's 1958 opinion that Indians, "like anyone else," needed to get a Park Service permit before developing or operating public concessions in the Indian Zones.[55]

In the spring of 1960, the Park Service not only prevailed with the Solicitor's office but also acquired the entire 331.31 acres of Fort Spokane. Public Land Order No. 2087 of May 9,1960, revoked the 1882 Executive Order that had established the military reservation, along with the Executive Order of November 17, 1887, that modified the boundaries, and turned the lands over to the jurisdiction of the Park Service "for use as an administrative, museum and historic site in connection with the Coulee Dam National Recreation Area."[56]

Turning Up the Heat: Indian Rights, 1960s

The CCT briefly raised the issue of fishing rights in 1963 when a tribal game officer stopped a non-tribal member who was fishing within the Indian Zones without a reservation permit. The officer did not prohibit the man, who had a state fishing license, from fishing, but he told him to purchase a tribal permit and forward the information to the tribe or risk having his case turned over to the U.S. Attorney. When Superintendent Robinson heard about the incident, he asked the Field Solicitor if the tribes had the right to require special permits within the Indian Zones so the Park Service could inform visitors to prevent such misunderstandings. The Solicitor replied that although the BIA required a special permit to fish on any waters within the reservation, he did not believe that it had yet been decided if this applied to the waters of Lake Roosevelt. He thought that this was probably an isolated incident brought on by a tribal game officer who was unclear about his authority. He offered to write an opinion if there were a repeat incident, but the issue remained dormant for several years.[57]

Despite its loss over Fort Spokane lands, the STI continued to push for both definition and expansion of Indian rights at Lake Roosevelt. The tribe hired a consulting firm in 1967 to complete a land-use study of reservation lands, including shore lands. According to the tribal attorney, the consultants needed to know what rights tribal members had to shore lands and if there were additional rights that they could negotiate with the Park Service. Tribal attorney Robert D. Dellwo met with LARO Superintendent David Richie in August 1968 to discuss mutual rights and responsibilities in the freeboard lands within the Indian Zones. During the evidently cordial meeting, they worked out an agreement under which Park Service rangers would issue permits on the spot to tribal members camping on freeboard lands, allowing them to have campfires except when fire danger was high. Dellwo explained that the tribe did not intend to provoke a controversy over Indian rights at this time and instead assumed that the Park Service would recognize these rights and cooperate with the tribe as it went ahead with its plans. The tribe understood "that the best safeguard of its rights is in cooperation and in the ultimate exercise of the tribe's responsibilities in regard to them."[58] Richie responded that he believed that the interests of the Park Service and the tribe were "in essential harmony" and that they would be able to reach mutual understandings.[59]

The issues became more difficult, however, as the STI moved from campfire permits to water rights in 1969. Dellwo complained to Richie that the Park Service had charged tribal member William Wynecoop $25 for a water pump permit to withdraw water from the lake. He believed that tribal members retained the right of free access across freeboard lands to use the water and thus should not be charged. In addition, he warned that such actions were "a real irritant" to both the tribe and the Business Council and should be left dormant until a decision was reached on water rights.[60] Superintendent Wayne Howe compounded the problem two years later when he informed Wynecoop that he needed a pump permit from the Army Corps of Engineers in addition to his Park Service permit. Dellwo complained again that it had been difficult enough for the STI to develop a consensus of operation with both the Park Service and Reclamation, and he believed that it should not be forced to work with the Corps as well. He asked the Corps to reconsider this requirement to avoid a legal confrontation over Spokane tribal water rights at Lake Roosevelt. The STI was concerned that if the Corps had the right to grant permits, it also had authority to refuse them, causing a clash with tribal property rights. Dellwo suggested that the Corps delegate its regulatory authority at Lake Roosevelt to the Park Service. The Corps at first reiterated its authority in this situation but subsequently deferred such permits to the Park Service.[61]

While the debate over permitting Wynecoop's pump was irritating to the STI, the more serious water rights debate centered on a proposed withdrawal for a uranium mill on the reservation. Western Nuclear, Inc., conducted a feasibility study for a processing plant in 1969, which included a daily requirement of 17,500 tons of water or 45,000 acre feet/year, with most coming from Lake Roosevelt. The STI, which was leasing land to the company, argued that there should be no charge for this water since the tribe believed it retained water rights to the Columbia River. Dellwo said that the "unconscionably low" financial compensation paid to the STI in 1940 for lands taken for reservoir construction indicated that the government intended the tribe to be compensated instead with liberal rights, including the same water rights as before the Act of June 29, 1940.[62]

In making his case, Dellwo cited the Winters Doctrine, a precedent quoted in most Indian water rights cases. The doctrine stemmed from a 1906 decision, upheld by the Supreme Court two years later, in a case brought by the government against a group of Montana farmers who had appropriated so much water from the Milk River that there was not enough left for Indian use downstream on the Fort Belknap Reservation. The court ruled that establishment of a reservation implied that sufficient unappropriated water was reserved for the tribe to accomplish the purposes for which the reservation was established. These rights began the day the reservation was established and continued in perpetuity. The Indians could use the water in any way that fulfilled the purposes of the reservation, and they could not lose these rights if they did not use the water. Thus, tribal water rights usually superceded those of farmers since the reservations were established before most western waters were appropriated. Despite this powerful precedent, the federal government generally did not assert tribal rights under the Winters Doctrine for over fifty years. The 1963 *Arizona v. California* case reaffirmed the doctrine, and both the STI and CCT soon recognized its applicability to Lake Roosevelt.[63]

The STI's request drew a mixed response from Reclamation officials. One of them took exception to the tribe's claim that it had not been fairly compensated for lands lost to the reservoir and suggested that it could take its case to the Indian Claims Commission. He noted that these waters, raised "at great expense," were now available for irrigation and were "no longer in or being maintained in their former less advantageous natural state."[64] Grand Coulee Project Manager W. E. Rawlings pointed out that water users were not charged for water withdrawal, and he asked for advice on whether or not to continue this policy. Reclamation Regional Director Harold T. Nelson reassured him that there was plenty of water to meet project needs, and he saw no conflict between Reclamation interests and the proposed mining development. More important to him was the need to avoid application of the Winters Doctrine, which was being invoked at other federal reclamation reservoirs. "We see no need to involve this large-scale battle of 'principles' in this situation," he wrote, since there was plenty of water for both Indian and non-Indian uses.[65]

After Reclamation officials appeared to approve a free water withdrawal for Western Nuclear, the STI upped the ante. In its proposed lease to the mining firm, the tribe included a statement that "the tribe will make no charge for these waters and asks that lessee not make any payment for them to any department or agency of the United States Government or to any one else." This concerned Field Solicitor Paul Lemargie, who believed it might create a precedent that was inconsistent with the views of the Solicitor.[66] Assistant Solicitor J. Lane Morthland met with tribal attorney Dellwo in February 1971, and assured him that there would be no charge for water used by Western Nuclear as long as either the company or the tribe obtained a valid state water right along with a special use permit from the Park Service. But Dellwo informed him that the "Indians do not want to recognize the need for securing a state water right in their own name." Morthland then suggested the alternative - and circuitous - solution of having the tribe work out an agreement with Reclamation for water to irrigate a selected tract of land; once approved, the water could be used by either the tribe or a lessee for uses other than agriculture, at no charge. This "would in effect be a recognition by the Department of a Winters Doctrine right without adjudication," noted Morthland. Dellwo agreed, "provided it would not jeopardize or prejudice the Indians' claim to additional waters under a Winters Doctrine adjudication."[67] Later, however, a Reclamation official granted the STI the right to divert 646 acre feet of water annually, but added that Western Nuclear still would need to get permits from the Park Service and the Corps and pay required fees. It is not known how the STI reacted to this requirement.[68]

Bringing Things to a Boil: Indian Rights, 1970s

While the STI was pursuing its claims with the assistance of tribal attorneys, unrest was starting to sweep through reservations across the country. In Washington, state officials did not recognize many Indian treaty rights and attempted to tightly control Indian fishing. Indians began to protest in the 1950s, staging "fish-ins" on the lower Columbia as a form of civil disobedience. Arrests led to test cases in court and finally to what became known as the Boldt Decision in 1973, in which the federal government represented fourteen tribes in a suit against Washington state, defended by Attorney General Slade Gorton. Judge George H. Boldt ruled in favor of the tribes, saying that they were entitled to half of the catch that migrated through their usual and accustomed fishing sites. This meant that the government had to limit ocean fishing to prevent decimation of river runs. In addition, Boldt affirmed tribal rights to regulate and manage their share of the fishery.[69]

Nationally, the civil rights movement began to resonate with American Indians, especially the younger generation. Discontent increased as spending cuts diminished popular anti-poverty programs that had benefited many young Indians. The American Indian Movement (AIM) formed in Minneapolis in 1968 and urban Indians soon began to rally to the cry of "Red Power!" Three major incidents galvanized Indians across the country and drew worldwide attention to Indian demands. These included the takeover of Alcatraz Island in San Francisco Bay in November 1969; the Trail of Broken Treaties Caravan to Washington, D.C., in 1972 and the subsequent takeover of the Department of the Interior building; and the bloody occupation of Wounded Knee that began in February 1973, lasted seventy-two days, and resulted in the deaths of two Indian men and the paralysis of a federal agent.[70]

During this time, the push for Indian rights at Lake Roosevelt took on an active dimension to counterbalance the previous legal approach. The CCT joined the fray in August 1971 when the tribal council banned all hunting on reservation lands, complaining of trespassing by non-tribal members along with a basic lack of respect shown to tribal members and their lands by these uninvited visitors. CCT Game Officer, Howard "Doodle" Stewart did not favor such a closure but noted, "We are sitting on a powder keg."[71] The hunting ban expanded in November to include the requirement for a tribal fishing license, first for waters within reservation lands and later for Lake Roosevelt. Stewart followed guidelines from the tribal Fish and Wildlife Committee but kept local Park Service officials informed of the changes. LARO Superintendent Wayne R. Howe appreciated the information since he wanted to keep the public informed of the new requirements to avoid inadvertent violations, but he knew that the issue would have to be resolved in court eventually. The Washington Department of Game reacted more vigorously and claimed that the state owned the waters of Lake Roosevelt and thus there was no special license required. The CCT disagreed, however, and believed that all of the waters adjoining the reservation belonged to the tribes. "Let someone else prove they're not [ours]," challenged CCT Chairman Mel Tonasket. He noted that although they would have to fight for their rights, "we're not going to back up any more. We're not going to stop making waves."[72] BIA Superintendent Sherwin Broadhead supported the CCT claim while other officials went so far as to imply that the agency believed that the purchase of Indian lands for the Grand Coulee Dam had been "accomplished illegally."[73] During this time of confusion, Howe appealed for help. "I hope that some statement can be forthcoming from the Director's office or Secretary's office before too long," he wrote, "as this whole thing can get a bit sticky by next summer."[74]

The situation had already become sticky, however, as trouble erupted at Sanpoil campground during the summer of 1971. Apparently a contingent of Indians from outside the area spent time there and hosted loud parties that lasted so late that others no longer enjoyed camping at Sanpoil. Campers had to be evacuated after one incident, which may have involved threats with guns. Prominent CCT members, backed by BIA officials, aired their concerns at a November meeting with Park Service officials. At that time, the CCT expressed interest in taking over operations at Sanpoil campground. Howe agreed that this was possible under the Tri-Party Agreement, and he said he would send any formal request through channels to see if it could be accomplished.[75]

In an effort to stave off further trouble, LARO staff met with members of the Colville Business Council, a CCT Game Officer, and BIA officials in April 1972. Superintendent Howe acknowledged that he wanted to avoid any trouble like the recent Sanpoil campground incidents and he asked for cooperation from the CCT to avoid responding with Park Service law enforcement. CCT members suggested several solutions: turn the campground over to the tribes to run, provide full-time staffing to keep tourists from trespassing on Indian lands, or shut it down. Underlying these suggestions were long-standing grievances, including a belief that the lands had been taken illegally and resentment over exclusion of the tribes from the Tri-Party Agreement. BIA officials supported the CCT claims and fanned the embers of resentment. George Davis, Programs Officer with the BIA, suggested that Sanpoil campground should be closed to see if "we can get the issue hot enough to get it settled." LARO Chief Ranger Paul Larson countered that such an action would generate negative publicity and might "build up so much . . . resentment that you would never be able to take it over." Despite the tensions, the meeting ended on a positive note with discussions about establishing a program of cultural demonstrations.[76]

With the campground controversy still unresolved, the CCT renewed its push for control of fishing by passing an ordinance to require all non-Indians to purchase a tribal license before fishing in waters claimed by the tribes. These included all of the Okanogan River and half of each reservoir, including Lake Roosevelt, bordering the Colville Reservation. Despite the Regional Solicitor's opinion that there was no basis for this action, the CCT threatened to arrest anyone caught fishing without a tribal permit. Local LARO staff felt caught "on the horns of a dilemma: Responsible for keeping the public informed, but unable to sanction, or dispute the issue."[77]

The public did not take kindly to CCT demands. In March 1972, Superintendent Howe warned of the possibility of violence against any tribal game warden who arrested a non-Indian. Some non-Indians felt strongly about what they saw as high-handed actions by the CCT, causing Howe concern that Lake Roosevelt had "the potential of becoming a battleground with the Service in the middle." After CCT's Law and Order Committee asked if the Park Service would allow CCT officers to sell and enforce tribal licenses within the Sanpoil campground, Howe again appealed to the regional office for guidance on ramifications of enforcing tribal law in the Indian Zones and emphasized that he needed answers as soon as possible.[78]

Problems at Sanpoil were not easily resolved, however. Incoming Superintendent William N. Burgen described the campground as a "festering thorn in the side" of both the Park Service and the CCT and he noted that "only close coordination with the Council and mutual respect have prevented an unpleasant showdown at the site." In 1972, the site required three people per day to prevent weekend disturbances, more staffing than any other LARO area.[79] As rumors of tribal takeovers spread to

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neighboring towns, the Wilbur Chamber of Commerce came out in opposition to control by any ethnic group. The dam, lake, and recreation facilities had been built with taxpayers' money "and the combined efforts of all citizens regardless of race, color, or creed," the Chamber wrote. "By the same token, these facilities should be for the equal and non-discriminatory use of all citizens."[80]

1972 Task Force

Increasing tension at Lake Roosevelt led Secretary of the Interior Rogers C. B. Morton to appoint a Task Force to hear tribal complaints and attempt to find solutions for the conflicts plaguing the recreation area and adjoining reservations. Chaired by Emmet E. Willard, Morton's Field Representative in Portland, the Task Force included members of the Colville Business Council and Spokane Tribal Council; tribal attorneys; various specialists from both the Colville and Spokane agencies; local and regional representatives of the Park Service, Reclamation, and BIA; representatives of the Corps of Engineers and Bonneville Power Administration (BPA); specialists with the Department of the Interior; and various Washington state officials.

When the Task Force first convened on February 7, 1972, tribal representatives raised issues of concern, giving agency personnel a chance to hear their grievances. Mel Tonasket, CCT Chairman, touched on many hot-button issues: losses of land, buildings, cemeteries, and fish stemming from reservoir construction; lack of compensation for these losses; and the claim of rights under the Winters Doctrine for the use of Indian waters for power production. He also discussed the frustrating irony that Grand Coulee was built to facilitate irrigation and generate electricity, using Indian land and water, yet the reservations had no irrigation projects and paid high electrical rates. Others mentioned the irritations caused by both the Park Service and the Corps requiring permits for the same project, but LARO Superintendent Howe noted that neither he nor STI attorney Dellwo had been able to change this. Dellwo said that he would like to see the Task Force reevaluate the Tri-Party Agreement and clarify the issue of paramount rights.[82]

Task Force members heard about the reality of reservation life from a passionate and angry Mel Tonasket. He described the terrible poverty and 40 percent unemployment rate on the Colville Reservation and wondered why just 5 Indians were employed at the dam with its workforce of nearly 290 people. "The more I talk the more angry I get, because I see my people hungry, I see my people living in shanty houses and I go off reservation and I see new . . . homes going up all over," he said. "I see a white man cry if he only makes $6,000 a year. I could cry everyday."[81]

When the discussion turned to Indian employment, Howe noted that he had hired two Indians for his permanent staff using excepted appointments, as the BIA had also done. He admitted that this might not be legal but said that Civil Service in Seattle knew of his actions. Willard assured him that DOI officials believed such use of excepted

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appointments was legal, and Sherwin Broadhead, Superintendent of the Colville Agency, expressed his appreciation for Howe's initiative.[83]

After this first meeting, Willard evidently asked members to submit written questions to help guide the direction of the Task Force. Some dealt with topics brought up in the first session, such as land acquisition and the need to revise the Tri-Party Agreement, while others headed into new areas. Park Service Regional Director John A. Rutter was concerned about jurisdictional issues. What were the implications of the CCT move to require tribal fishing licenses? What were the geographical limits of this tribal authority? What court system would try these cases? Would the tribes honor the established responsibilities of the Park Service and Reclamation within LARO boundaries? Would they allow the Park Service to help with recreation planning on reservation lands that adjoin LARO? Did the tribes honor the original acquisition of Indian lands by the federal government?[84]

The STI, largely quiet at the first Task Force meeting, presented a lengthy formal statement to members of the group in May 1972. Drafted by attorney Dellwo and signed by tribal chairman Alex Sherwood, the document built a case for liberal interpretation of Indian rights, with far-reaching associated rights under the Winters Doctrine. Since the tribe had received so little monetary compensation for lands taken, the "remaining values must be reflected in the rights and property interests the Spokanes still retain in the resulting reservoir area." Specifically, the tribe claimed title to the riverbeds and banks up to the pre-dam average high-water mark, as well as the land between this high-water mark and the 1,290-foot level. In addition, it retained all but exclusive ownership of the freeboard lands between the 1,290 and 1,310 levels. The STI wanted the Indian Zone expanded to include all of the Spokane Arm and the east half of the Columbia River, and it claimed all but exclusive rights to control the use of this area, including regulations, licenses, and permits. The tribe asked for compensation for the loss of the fishery, the original taking of both tribal lands and waters, and the continued use of these for project purposes. In addition, the tribe claimed the right to share revenue from the operations of Grand Coulee Dam. Because of these claimed rights, the STI announced that it would now take over control of water pumps, docks, marinas, concessions, and other commercial enterprises through tribal permits, and that it was considering requiring licenses for boating and fishing in tribal waters. It also planned to take eventual control of all recreation in the Indian Zone, with immediate control of both Pierre and Little Falls campgrounds, by issuing permits and charging for public use. Although these claims ran counter to the 1946 Tri-Party Agreement, the STI claimed no involvement with this agreement and stated, "No Indian leader to this date recalls any tribal approval in 1946, and the instrument itself did not come to light again until recent years."[85] (Despite this claim, both the CCT and STI tribal governments had approved the draft agreement formally in 1946.)[86]

The Task Force hit rougher waters within a few months. The group decided in May to investigate tribal water rights, assisted by William Veeder, an attorney for the BIA specializing in the subject. Both tribes asked the various governmental agencies to outline their jurisdiction and administrative authority prior to a meeting on August 1st.

Willard, however, responded that the agencies were just in the stage of compiling facts and were not ready to outline jurisdictions. He consequently recommended postponing the meeting until all were ready to participate. The tribes were unwilling to wait, though, and warned Willard that they planned to continue with the meeting. They believed that Willard was not cooperating in their efforts to define their rights since no definition was possible until the tribes understood where they had jurisdiction. Neither Willard nor representatives from the Park Service, Reclamation, or BPA attended the August 1972 meeting, where much of the discussion involved representatives from the Douglas County Public Utility District and its Monse Dam on the Colville Reservation. Other topics included fishing rights and the importance of establishing boundaries for tribal and agency jurisdiction. Tonasket expressed regret that other agencies did not attend and warned, "There better be some drastic changes or this whole task force is undermined by lack of communication, cooperation, and respect."[87]

Tensions continued at a meeting, outside the Task Force, with CCT committee members, Colville Agency Superintendent Sherwin Broadhead, and LARO Superintendent William Burgen and Chief Ranger Paul Larson. Much of the discussion centered on problems at the Keller campground where children had been shooting birds on nearby reservation lands and campers had been riding bicycles outside boundaries. Tribal representatives believed that the Park Service should control its campers, and tribal member Al Aubertin asked the agency to close the campground. Indian concerns also included the Tri-Party Agreement. When Burgen reminded them, "We are operating under the agreement and you people don't recognize it," Broadhead replied, "If you continue to operate under that agreement you can operate and ignore us." He suggested reexamining the agreement.[88]

Water rights and jurisdictional issues dominated the discussion at the Task Force meeting held on September 19, 1972, in Wellpinit. Indian advocates wanted to clarify tribal rights under the Winters Doctrine, and CCT attorney Alvin Ziontz warned both state and federal officials not to try to regulate water rights issues on reservations. "This is . . . a political struggle," he explained. The tribes found cooperation from Reclamation in their request for help with irrigation projects on the reservations, but they challenged the agency over its taking of Indian lands for both the dam and the reservoir, and its continued takings for slide areas within the project boundaries. They also challenged the BPA to pay the tribes for the use of their water, just as the agency paid Canada. Once again, the Indians claimed title to the river beds and full access across freeboard lands. They believed their jurisdiction included "exclusive access and full control by the Tribes subject only to those elements imperatively required to maintain and operate the project."[89]

The Tri-Party Agreement also came under fire at the September meeting. When Jack Christopher, with Reclamation in Boise, asked if the tribes wanted to reopen the Tri-Party Agreement, William Veeder responded, "Oh, we are trying to destroy that." Christopher, along with Wayne Howe from the Park Service's regional office, indicated willingness to discuss the agreement. Howe acknowledged that it was "a very hard document to work with" because it was out-of-date and thus probably should be redone.[90] Later that fall, Regional Director John A. Rutter reported to the National Park Service Director about the situation at Lake Roosevelt. While there had been no physical confrontations, feelings were still running high on both sides. He warned that confrontations were possible given the recent national incidents connected with the Caravan of Broken Treaties. The tribes were impatient with the glacial pace of the Task Force, while non-Indians believed the Park Service should take things slowly. "We feel that both the Secretary and the Service could be embarrassed if the situation is not addressed promptly," added Rutter. He suggested a revision of the Tri-Party Agreement as a good way to start to resolve the issues, but he noted that any such work should involve legal advice from the Office of the Solicitor as well as input from both LARO and regional office staff.[91]

Taking Action, 1972-1973

While the agencies were looking into revision of the basic operating agreement, the STI pursued a strategy of objectives effectively designed to revise the way that the Tri-Party Agreement applied to the Spokane Tribe. These included receipt of revenue from all leasing of freeboard lands; recognition of tribal jurisdiction over all activities in the freeboard area, such as hunting, fishing, and camping, as well as the right to collect revenue from these; and recognition of the tribe as the agency issuing permits in the freeboard area, with no charges made for tribal members. Attorney Dellwo suggested that these jurisdictional questions would be resolved if the Secretary recognized the "all but exclusive ownership" approach to freeboard lands.[92]

R. K. Seely, Bureau Operations Manager at Coulee Dam, disagreed with the STI's requests because of the precedent they might set. For instance, the CCT had sold much of the valuable lands bordering the lake to non-Indians. "To give the Indians any control over the freeboard area would put them between the landowners and the lake," he wrote, "which of course is completely unacceptable to the white landowners." Seely did not believe the tribes should be allowed to keep revenue from freeboard leases since the Park Service had to turn over all the fees it collected. He worried that tribal control of the freeboard area might restrict Reclamation from controlling lands in dangerous slide zones. Furthermore, Seely was concerned that the tribes might restrict non-Indian use of these lands. He concluded by emphasizing the need for Reclamation and/or the Park Service to keep control of the freeboard area.[93]

The STI had an opportunity early in 1973 to take control of some contested ground. When the tribe heard that the Park Service planned to close Little Falls campground, it asked to take over management of the site, popular with tribal members. The Park Service then reversed its decision, claiming that it should keep the campground open since it was so popular and that because it lay within freeboard lands, it was up to the agency to manage the area. The tribe met privately with Reclamation to discuss management of the freeboard area and was encouraged when the agency asked them to submit a management plan. LARO Superintendent Burgen recognized that the tribe was serious about its request and noted, "Our credibility with the Tribe, solidifying or shattering our relationship, is on the block." He recommended getting approval from Reclamation and "political figures" for this transfer and any others, and he outlined how such a deal could take place with revisions in the Tri-Party Agreement.[94]

The Regional Director recommended approval of a special use permit to allow the STI to manage Little Falls campground. Although relations between the Park Service and the tribe were generally good, he warned that "disapproval of this request could easily escalate ill will felt by the Spokane Tribe and radical elements of the Indian Rights Movement into a highly publicized and possibly dangerous confrontation."[95] The Washington office granted approval. Before the transfer was completed, however, the STI angered Burgen by passing a resolution to impose fees for fishing, camping, and picnicking on the Spokane Arm. He told Glenn Galbraith, STI Executive Director, that he would "vehemently object" to such fees for any area, especially Pierre, administered by the Park Service. He noted that once the tribe had taken over management, they could assess fees at Little Falls, but if they tried to do the same at Pierre campground, the Park Service would close the site.[96]

The STI also took its concerns directly to the Secretary of the Interior in June 1973. In addition to jurisdictional control of the freeboard area, the tribe asked for exclusive rights to protect and control archaeological remains; transfer of Fort Spokane, along with the freeboard area on the opposite side of the Spokane Arm, to tribal control; and revenue from both water storage and power production.[97]

At the same time the STI was pushing to expand tribal rights, the CCT also revealed its concerns and objectives. The tribes had given up on the Task Force, called for the dismissal of Emmet Willard, and asked to deal directly with the Secretary of the Interior. Their goals included employment for tribal members at Grand Coulee Dam; preferential power rates for planned development on the reservation; irrigation projects for the reservation; tribal use of freeboard areas; and return of slide areas where there was no danger of slides. They reiterated their claim to a percentage of the power produced at the dam using their water rights and riverbed, as well as the valuable dam site. Finally, they wanted exclusive jurisdiction over hunting, fishing, and boating within the reservation boundaries, and they requested negotiations to phase the Park Service out of the reservation by allowing the CCT to take control of Park Service facilities there. One agency official worried that loss of the campgrounds in the Indian Zones would lead to fragmented administration at Lake Roosevelt, changing it into more of a recreation area for local groups instead of a national area. He noted that over the years since 1946, "many non-Indians have come to feel that this area belongs to all persons." [98]

Activists jumped into the jurisdictional dispute again in the spring of 1973. The Colville Agency issued a special use permit to a CCT member for Barnaby Island, as well as an island to the northwest and a small area of freeboard lands. The BIA did not notify the Park Service of the lease, and the agency discovered it entirely by accident when a maintenance man stopped at Barnaby on April 27 and found two people there. Stephanie Fuller, a Nespelem resident, mentioned possible development of the site and said that both the BIA and Colville Business Council were willing to make it a test case. Paul Larson, LARO Chief Ranger, called the BIA and talked with Bob Jones, who was surprised that the Park Service knew about the lease. Jones admitted that the BIA had approved it in January but had not planned to tell either the Park Service or Reclamation yet. He asked that Larson not tell Reclamation, but Larson refused. Larson then talked with George Davis, Acting Superintendent of the Colville Agency, to protest the BIA action and ask that nothing be done to interfere with public use of the developed site. Davis later told Larson that the CCT was unwilling to wait any longer for clarification of their rights. The BIA supported the tribe's contention that it had a right to these lands. At a subsequent meeting in early May, CCT and local BIA officials continued to challenge Park Service authority and pushed Larson to admit that the Tri-Party Agreement needed revision. Larson said that he hoped nothing would happen on Barnaby Island to provoke an "emotional confrontation" and reiterated the need for continued dialogue to work through differences. Council members, however, said that they would back Fuller in her lease.[99]

For LARO Superintendent Burgen, things were getting out of hand. In addition to the Barnaby Island incident, the Spokane Business Council passed a resolution claiming all the water surrounding the reservation and extending to the far banks instead of the midpoint of the reservoir. The Park Service had been working on a special use permit to allow the STI to manage the Little Falls campground, but the tribe decided not to sign at the last minute and instead announced that it might start charging visitors to use both Little Falls and Pierre camping areas. In addition, a group of young Spokane Indians who claimed to be starting a cultural area had been given permission from the Tribal Council to bulldoze a launch ramp at the site. Burgen warned the regional office that both the CCT and STI had decided to take control of the Indian Zones and, in the case of the STI, claim even more. "Neither Tribe places any weight on challenges to their right by this office," he continued. "The situation obviously discards the Tri-Party Agreement and with it any workable management of the Indian Zone on our part." Burgen was concerned about the Park Service not having a sufficient response to help visitors who faced potential restrictions by the tribes.[101]

> **In the last six weeks a series of events have taken place within the Colville and Spokane Tribal Councils that makes the management of Coulee Dam National Recreation Area nearly impossible on lands and water adjacent to the two reservations. In effect, the Tribes, who in the past have stated that they consider the Tri-Party Agreement null and void, are now exercising rights that they claim to be virtually exclusive and have taken actions that usurp National Park Service responsibilities and create an uncertain situation for the general public.**
>
> **-- William N. Burgen, LARO Superintendent, June 7, 1973.[100]**

In the midst of this uncertainty, the regional office requested a reexamination of the Tri-Party Agreement. The Washington Office responded that they were unclear just what part of the present agreement seemed unsatisfactory, and they asked for further detailed information and recommendations. The Regional Director had sent information through memos and phone calls to alert the Washington staff to a situation that could become "newsworthy and possibly embarrassing to the Secretary." He assured them, however, that "We feel fully competent to handle it at this level."[102]

1974 Solicitor's Opinion

Release of the Solicitor's draft "Opinion on the boundary and status of title to certain lands of the Colville Indian Reservation" in the summer of 1973 injected a measure of calm into the situation at Lake Roosevelt. This draft, which ruled that the CCT had the right to regulate and license hunting and fishing in its portion of the Indian Zones, was followed a year later by the Solicitor's opinion that brought an end to the Tri-Party Agreement. On June 3, 1974, Kent Frizzell, DOI Solicitor, reversed much of the 1945 opinion that formed the basis of the 1946 agreement. His key conclusion was that

> the Indians' rights to "paramount use" of the Indian zone are reserved rights held by the United States in trust for them, and that those rights are therefore exclusive (except as limited by the prohibition against interference with project operations and by the Secretary's explicitly conferred power to prescribe conservation regulations). Those rights are a condition to and a burden upon whatever title the United States received pursuant to the 1940 Act.[103]

Thus, in addition to exclusive rights to hunt, fish, and boat in the Indian Zones, the tribes also had the authority to regulate use of the area by others.

The impact of Frizzell's opinion was so profound that Secretary Morton immediately directed that the agencies take all appropriate steps to implement his conclusions, including nullification of the 1946 Tri-Party Agreement and negotiation of a new agreement that included the tribes. Despite this directive, the status of the Tri-Party Agreement was in question for the next sixteen years. The tribes acted as if the agreement had been nullified while the Park Service and Reclamation maintained that the agreement was in effect until replaced by another. The result was years of disagreement, with the tribes probing the limits of the Solicitor's 1974 Opinion and the agencies, especially the Park Service, struggling to find a balance. (One later LARO official, frustrated by years of attempting to make sense of Frizzell's ruling, described the 1974 opinion as "a political decision dressed in legal clothing.")[104]

Efforts to negotiate a new agreement hit a dead end immediately. At a high-level meeting on July 2, 1974, tribal representatives said that they were not prepared to discuss a new agreement at that time, but they assured the other attendees that they would call a meeting when they were ready. Despite the lack of negotiations during 1974, both Reclamation and the Park Service remained anxious to reach a new agreement that winter to facilitate future management of the NRA.[105]

While the agencies hoped that a new agreement would clarify jurisdictional issues, both tribes continued to resist negotiations. When the tribes passed resolutions concerning jurisdiction in the Indian Zones, LARO Superintendent Burgen realized that the councils intended to continue adopting ordinances until they effectively replaced the Tri-Party Agreement. Thus the tribes would assume responsibility over the Indian Zones without negotiating a new agreement with the Park Service or Reclamation, an option essentially available to them under the 1974 opinion. STI attorney Dellwo confirmed this assessment. He believed that while the 1974 opinion was a step forward, it left participants with many unanswered questions. Dellwo discouraged consideration of a new agreement at that point, fearing continual disagreements during negotiations. "The Tribes need a period of testing," he suggested. "What the Tribe is doing is probing the limits of the Solicitor's opinion and implementing it step by step. Each item is a controversy in itself."[106]

The issue of Park Service campgrounds in the Indian Zones was a relatively simple issue to resolve. Because the Solicitor's Opinion came right at the beginning of the summer recreation season, all parties recognized the need to work out temporary solutions for the summer months. At a meeting on June 25, 1974, representatives from both the CCT and STI agreed not to regulate boating, water skiing, or swimming that summer; they discussed permit prices and agreed to recognize both tribal permits; and they came up with a solution for campground operations: the tribes would encourage the Park Service to operate the campgrounds during 1974 only, as long as the agency was willing to recognize the rights of the tribes to assume control of these areas. When the tribes met later with the Park Service, the agency agreed to continue operations in the Indian Zones for the remainder of the recreation season. LARO officials asked about the problem of Indians harassing non-Indians in the parks as well as acts of Indian vandalism, and tribal council members assured the Park Service that they would tell their people that the agency was operating "at the invitation of the Councils" to prevent further incidents.[107] The tribes planned to prepare handouts to inform the public that the Indian Zones were for exclusive Indian use except where permitted by tribes. The actual transfer of the campgrounds to tribal ownership took place in May 1975, after Reclamation and the BIA concurred with the Park Service.[108]

Throughout the next years, the tribes tested a variety of tougher issues as a way of establishing their rights as well as proving their status as equal players at Lake Roosevelt. The CCT viewed its effort to enforce regulations through the tribal court system as a way for it to demonstrate that it was a viable sovereign government that could assert its jurisdiction like other governmental units as well as protect the rights of its members. The STI and the Assistant Regional Solicitor argued late in 1974 about the tribe's need to get permits from the Park Service before operating concessions in the Indian Zone. C. Richard Neely, the government attorney, argued that the area was still under Park Service jurisdiction, as stipulated in the Tri-Party Agreement. He said that the recent opinion gave tribes exclusive rights to hunting, fishing, and boating in the Indian Zones, but not the right to manage the area. STI attorney Dellwo challenged Neely's interpretation of the June 3, 1974, opinion. He claimed that the Solicitor's opinion had confirmed the existence of both exclusive rights and the authority to regulate, and the tribes did not need to wait for a new agreement before implementing these. Neely realized that the tribes essentially were claiming ownership of freeboard lands, with no intention of negotiating a new agreement. Instead, they planned to "assert what jurisdiction they wish to take, which will leave the balance of the management for the freeboard lands under a cloud of uncertainty," he claimed. He believed that these circumstances made it nearly impossible for the Park Service to manage the shore lands adjacent to both reservations.[109]

Codification of tribal policies began early in 1975 when the STI, followed later that spring by the CCT, passed nearly identical resolutions pertaining to hunting, fishing, and camping in the Indian Zones. While the STI believed that it would eventually have exclusive jurisdiction over an enlarged Indian Zone, they chose to move forward slowly and carefully, continuing to work with the Park Service and other federal agencies in areas where the tribe was not yet ready to assume jurisdiction. Under the resolution, tribal permits were needed for camping, picnicking, and fishing, although additional shoreline areas would be set aside for casual picnicking with no permit needed. The tribes took exclusive jurisdiction and control over Indian boaters within the Indian Zones but acknowledged concurrent jurisdiction with the Coast Guard, Park Service, and the state over non-Indian boaters. In addition, the tribes took exclusive jurisdiction over permits for concessions, docks, pumps, and other structures in the Indian Zones. They assumed control of Park Service campsites in their areas and set these aside for use by non-tribal members, but they also designated certain other areas for the exclusive use of Indians.[110]

LARO Superintendent William Burgen seemed wary of these changes and their implications. He wondered what the tribes meant by suggesting that the Indian Zones be enlarged. He pointed out that they could not have it both ways on jurisdictional issues. If the tribes indeed had exclusive jurisdiction in the Indian Zones, then they had to accept responsibility for these areas since no other agency had a legal right to operate there. As the tribes moved to take control of Park Service campgrounds, he grumbled, "It would be nice if they could at least ask that we relinquish our delegated responsibility." He saw a number of problems with the proposed resolutions and asked the regional office to respond soon because silence could be construed by the tribes as acceptance of their terms.[111]

Prolonged Negotiations: 1980s

After the initial flurry of activity, the tribes and agencies settled down to work within the tenuous balance developed at Lake Roosevelt. There was no suggestion of restarting negotiations for a new agreement until the Park Service drafted its General Management Plan (GMP) in 1979 and sent it out for review. After receiving comments from the CCT, Superintendent William Dunmire met with the tribal Fish & Game Committee where the discussion centered on the need for greater cooperation, especially in law enforcement. Several committee members recommended beginning negotiations for a new agreement, and Dunmire promised to pass on their interest to Reclamation, the lead agency. Within a few weeks, an attorney for the CCT called Dunmire to discuss the GMP and to notify him that the CCT was preparing to ask the Secretary of the Interior to restart negotiations on the Tri-Party Agreement, with the tribes to be a formal signatory party. He also planned to request that the GMP not be implemented until the agreement was finalized, but it is not known if he asked for this delay.[112]

Despite the CCT's renewed interest in negotiations, the Tri-Party Agreement remained unchanged and the GMP went into effect as planned. The CCT did not put out feelers again until late in 1984 when tribal attorney Alan C. Stay asked LARO Superintendent

Gary Kuiper what the Park Service would like to see in an agreement between the agency and the tribes. Kuiper expressed interest in having some functions returned to the Park Service, such as administration of campgrounds and all special use permits in the Indian Zones, as well as safety patrols for the entire reservoir. In addition, he wanted consistent administration of recreation and shoreline development around the entire lake, with extensive areas remaining undeveloped; he supported public boating and camping in the Indian Zones while still maintaining recognized Indian rights; and he was concerned with protection of archaeological and historical sites. While the tribes were not willing to cede any control over the Indian Zones, they did express interest in working with the Park Service to develop standards for selection of recreational sites; consulting with the agency over special use permits; instituting joint law enforcement efforts; and finding ways to use Park Service personnel and expertise to help the tribes manage their parks. Attorney Stay suggested that the tribes should negotiate with the Park Service while also starting negotiations with Reclamation over the return of all freeboard lands, hoping to put pressure on the agencies to reach an acceptable agreement.[113]

Meanwhile, the Park Service was exploring a variety of options to resolve the long-standing uncertainty at LARO. At a high-level meeting in January 1985, National Park Service Deputy Director Mary Lou Grier met with Reclamation officials to discuss management options for the recreation areas operated jointly by the two agencies. Grier asked Reclamation for help in determining the feasibility of having either state or local recreation agencies take over the management functions currently handled by the Park Service at three areas: LARO, Curecanti NRA, and Lake Meredith on the Canadian River Project. Superintendent Kuiper had other ideas, with his preference being legislation authorizing Park Service operations at Lake Roosevelt. This seemed unlikely, however, given the current political climate, so he recommended instead negotiation of a five-party agreement to include the tribes. Failing this, the Park Service could always negotiate a separate agreement with Reclamation to manage all the freeboard lands outside the Indian Zones.[114]

Actual negotiations for a multi-party agreement began October 30, 1985, following an invitation from Reclamation. Both tribes sent delegations, as did the BIA, Reclamation and the Park Service; the LARO team included Superintendent Kuiper and Assistant Superintendent Kelly Cash. At the first meeting, representatives agreed on procedural matters and briefly probed into potential issues including Park Service funding for tribal campgrounds, tribal management of the entire recreation area, and lake-level fluctuations. The mood soured by the second meeting when both tribal and BIA representatives expressed displeasure with the Park Service, claiming that the agency did nothing in the Indian Zones and allowed Indians no input in its operations. Cash reminded participants that, following the 1974 Opinion, the tribes had asked LARO to cease all activities on the Indian side of the lake and the Park Service had respected this request. Unmollified, one tribal member suggested working on a four-party agreement "because we don't need the National Park Service." On a more positive note, both agencies expressed interest in the issue of Indian preference for jobs at LARO.[115]

Following the meeting, George M. Davis, Superintendent of the Colville Agency, elaborated on the expressed tribal concerns. He reminded both Reclamation and the Park Service that they shared trust responsibilities with the BIA for the trust assets of tribal lands and resources, and he accused them of overlooking these. Jobs were an important issue, and with unemployment running as high as 70 percent on the Colville Reservation, Indian preference was vital to the tribes. They also were concerned about the damaging effect of the annual drawdown on archaeological resources and were upset that the agencies gave visitors no information about Indians living next to the NRA.[116]

The CCT provided a focus for the negotiations when it set out a list of seven principles in January 1986 and asked Reclamation and the Park Service to respond. These included 1) adoption of Indian preference in hiring policies; 2) acceptance of the tribes' exclusive rights to manage and control development in the Indian Zones, with the right to be included in operations and maintenance funding from the federal government; 3) recognition that development in the non-Indian areas of Lake Roosevelt affects the reservations and thus must be subject to tribal concurrence and/or input; 4) restrictions on development outside the Indian Zones that would limit the ability of tribes to develop recreation on the reservations; 5) agreement from Reclamation to consider alternatives to having the Park Service manage recreation at Lake Roosevelt; 6) agreement from both Reclamation and the Park Service that tribes would have equal voice in any new agreement; and 7) agreement to work together on concessions management and shoreline management plans that would identify particular Indian lands suitable for recreational development.[117]

Little progress was made on any of these issues at the January 1986 negotiations, and following the March session the tribes called a halt to any future meetings. While they wanted to keep doors open at the local and regional levels, they believed they needed to take their case to Washington, D.C. Despite this withdrawal, all three federal agencies followed up on the issue of Indian preference. Research by the Park Service's regional office found that the agency's system of hiring and promotion, with the need for career status, formed a barrier for minorities, especially since seasonal positions did not carry career status. The BIA, under the authority of the 1934 Indian Reorganization Act, was the only agency allowed to exercise Indian Preference Hiring Authority, so the Park Service came up with a plan of its own to increase Indian employment at LARO. The agency committed itself to developing a new Affirmative Action Plan that would include seasonal employees and meaningful goals based on the local population of Indians. The staff would work with local Indian organizations to help those interested in applying for work, and the Superintendent or his designee would review and approve all seasonal hiring to ensure that goals were met. In addition, the regional office looked into other non-competitive hiring authorities, such as Vietnam Era Veteran, Contiguous Area, and Summer Aid, that might be used to hire Indians. The Park Service also agreed to work with the BIA to provide training programs to help Indians qualify for Park Service jobs, and it promised to consider using non-competitive hiring authorities to find qualified American Indians for permanent positions before filling them with normal merit promotion.[118]

The agencies also considered using Excepted Service Appointing Authority to provide Indian preference. The BIA was convinced that this could be used by Reclamation and the Park Service for any position "directly and primarily related to the providing of service to Indians."[119] The Park Service asked permission to use this authority and worked out a formula, based on estimated number of Indian visits to LARO, to justify three seasonals for six pay periods each, hired under this special authority. "This request is particularly critical to the situation here in the Grand Coulee Dam area where the nearby Indian tribes suffer from acute unemployment," wrote Acting Regional Director, William J. Briggle in 1986.[120] The BIA encouraged the Park Service on the hiring issue, adding that tribal members would be a valuable asset to the agency in dealing with the public at the NRA. Reclamation, however, did not see how it could use the Excepted Service Appointing Authority since there were no positions at Grand Coulee that pertained strictly to service to Indians. Its workforce at the dam was already 6.6 percent Indian, and the agency aggressively advertised any openings with the BIA and the tribes.[121]

While there was virtually no progress toward a new agreement, the Park Service and the tribes did begin work on a Concession Management Plan (CMP) in 1986. Park Service officials saw negotiations for the CMP as helping to pave the way for the final approval of the new agreement governing overall management of Lake Roosevelt. The agency delayed the start of the CMP process to allow inclusion of the tribes as co-producers of the document, beyond the normal consultation role under the National Environmental Policy Act. By early 1987, two LARO concessions were tribally owned and operated, and the tribes were working jointly with the agency on the lakewide CMP that they hoped would be "a model for cooperation on the reservoir."[122]

Negotiations for a new management agreement remained on hold at the local level as the tribes took their case to the Secretary of the Interior. In mid-1987, Regional Director Charles Odegaard noted that the tribes were trying to negotiate unilaterally to reach an agreement that would be binding on both Reclamation and the Park Service, and he asked that the agency be allowed to participate in anything that might affect Park Service operations at Lake Roosevelt. Odegaard and others had good reason for concern since the agreement proposed by the tribes greatly reduced Park Service influence. They recommended that five parties manage the lake, with Reclamation having jurisdiction over the Reclamation Zone, the Park Service over the Recreation Zone, and the tribes over the Reservation Zone. All five parties would participate on a coordinating committee to manage the area, but only Reclamation and the tribes would be allowed to vote. The tribes would receive 100 percent of all fees collected in the Reservation Zone, supplemented by one-third of the fees from the other zones. The Park Service would work with the tribes to manage recreation; Indian preference would be required; and archaeological resources would receive special protection.[123]

The Park Service, needless to say, took a dim view of the proposed 1987 agreement that allowed the tribes to dictate future management at Lake Roosevelt since they would have a two-to-one voting majority. The agency believed that the funding proposal had no basis "in law or logic." More importantly, one Park Service official objected to the power given the coordinating committee, which could even vote to "reduce the authority of the NPS to administer any and all phases of its recreation responsibilities on the lake. This is preposterous!" The Park Service believed that such a committee should have no power of its own and should only advise signatory parties of interpretations of the basic agreement. Instead, "the 'power' should be vested in the agreement itself which should clearly outline the role and function of each entity."[124] The Solicitor's Office also found fault with the tribal proposal, noting that exclusive tribal rights did not include matters of policy and management that legally remained the responsibility of the Secretary. Committees could advise but not implement policy. In addition, user fees by law had to go into the Land and Water Conservation Fund while concession fees went to the government; thus none could go directly to the tribes. Besides these legal problems, the Park Service believed that non-Indians opposed what they perceived as an Indian "takeover" of parts of Lake Roosevelt.[125]

The tribes remained encouraged by the process, which included a working committee of three Assistant Secretaries to help resolve certain policy concerns. Among these were the acceptance of the tribes as co-managers at Lake Roosevelt, with funding to carry out all management responsibilities; implementation of Indian preference with Reclamation and the Park Service; return of archaeological and historical resources to the tribes, who would participate substantially in any future cultural resources management; return of all lands taken for the project but no longer needed; and mitigation of fish and wildlife losses.[126]

The agencies were asked to respond to these issues when negotiations reopened in November 1987. The Park Service took a hard line against the tribal demands and argued against designating the tribes as co-managers. It wanted tribal rights limited to those specifically outlined in the 1940 Act and applied to only 25 percent of the reservoir water and freeboard lands instead of the more than 40 percent claimed by the tribes. The Park Service believed that all management responsibilities rested with the Secretary, not the tribes, but if they were able to conclude a successful management agreement, Congress might provide funding to the tribes through the normal budgetary process. Neither the Park Service nor Reclamation believed that they were required to give Indian preference in hiring, although the Park Service continued "to aggressively seek equal opportunities in the job market."[127]

The BIA, on the other hand, supported tribal claims. In a strong statement, one official urged the DOI to negotiate a new management agreement that included the tribes "as resource co-managers . . . consistent with the Tribes' governmental and proprietary interests in Lake Roosevelt resources." She warned that failure to do this would essentially revoke the 1974 mandate to negotiate a new management agreement that included the tribes. She offered to have the BIA work with the other agencies to revise and implement affirmative action plans in relation to local tribes, in addition to providing technical job placement help to the tribes. Such actions could, she suggested, satisfy the tribes' Indian preference objectives in addition to helping the agencies meet their federal minority hiring obligations.[128] Locally, the Colville Agency Superintendent urged the

Park Service to share funding with the tribes and encouraged the agency to contract with the tribes in FY1988 for services in the Indian Zones.[129]

The tribes began gaining ground in the negotiation process. Park Service officials hoped to keep Reclamation in charge of the working committee and worried that the BIA was trying to take over leadership. Their concerns were well founded because early in 1988, Patricia Keyes, from the BIA, was appointed to facilitate negotiations as a representative of the Secretary and all three Assistant Secretaries. She met with the tribes briefly in March and then spent five days in May for intensive government-to-government meetings with them. During this period, she held two breakfast meetings with LARO representatives but did not discuss Park Service concerns about the new agreement. At the end of her May visit, Keyes was pleased with the results and suggested that a new agreement would be finalized in July. Shortly after this, Keyes dropped out of the complex negotiating process.[130]

When negotiations did not proceed as rapidly as Keyes had predicted, the tribes asked Congress to step into the fray by including a requirement in the House Appropriations Bill that the Secretary of the Interior provide a progress report explaining the lack of agreement after nearly fifteen years of negotiations. The Park Service was concerned that the language in the bill used the 1974 Solicitor's Opinion as the basis for agreement, despite subsequent case law that invalidated many key conclusions of the opinion. This would provide credibility for Indian claims to 45 percent of the NRA lands and waters, all of which lay within the original reservation boundaries. The bill was modified, at the request of the Park Service, so that it merely require a new agreement along with a progress report.[131]

1990 Lake Roosevelt Cooperative Management Agreement

The final round of meetings began late in 1988 and continued for a year and a half until the new agreement was signed. While many of the issues, such as disagreement over the size and jurisdiction of the Indian Zones, had been concerns since the start of negotiations, this time the tribes and agencies were able to compromise enough to reach a final agreement. Many of the meetings took place in Washington, D.C., with a DOI official as chairman. The other members of the negotiating team were from the regional level of government, joined by the chairmen of the tribal councils.[132]

Three individuals worked to resolve the contentious issues for the Park Service and the tribes, resulting in the preparation of a final agreement. Alan Stay, CCT attorney, wrote the final document with recommendations from John Rydzik, a local BIA official (who had formerly worked for the CCT and retained their trust), and Kelly Cash, LARO's negotiator. The collaboration of these individuals in fine tuning the language resulted in a document that could be sent to Washington, D.C., for final approval.[133]

Secretary of the Interior Manuel Lujan, Jr., signed the Lake Roosevelt Cooperative Management Agreement on April 5, 1990. The agreement addressed many concerns raised by the tribes for several decades: reservation boundaries had not been changed by acquisition of lands for Grand Coulee Dam, and the tribes retained "certain governmental authority and responsibility" within these exterior boundaries; the tribes retained the right to exercise governmental authority within their reservations; and the tribes could assert regulatory authority over issues such as fish and wildlife, recreation, and cultural resources on their reservation lands. In addition, the agreement recognized the tribal argument that development in one part of the reservoir affected areas and/or cultural resources in other areas. The Park Service also scored an important victory with the official recognition in the agreement of LARO as an existing unit of the National Park system.[134]

The five parties to the agreement, all referred to as "governmental parties," included the Park Service, Reclamation, BIA, CCT, and STI. The agreement allowed these parties to coordinate management of the lake and surrounding federal lands, identified in the agreement as the Lake Roosevelt Management Area, "and to plan and develop facilities and activities on Lake Roosevelt and its freeboard lands." Like the Tri-Party Agreement, this one divided the reservoir area into three zones: Reclamation, Recreation, and Reservation. As before, Reclamation was given management responsibilities for the Reclamation Zone and the Park Service for the Recreation Zone. Unlike the earlier agreement, however, the Reservation Zone was turned over to the tribes for management, with each tribe responsible for its own reservation lands and the BIA available for assistance. The agreement called for periodic meetings to coordinate management activities and an annual meeting to monitor compliance. In addition, it set up a process to resolve disputes among the parties. The Park Service and the tribes agreed to "review, coordinate, communicate and standardize the management plans, regulations and policies" and permits to provide uniform management. Although the National Environmental Policy Act already required federal agencies to accept public input on planned activities, the parties placated other governmental entities by acknowledging the need to take comments from state and local governments as well as citizens' groups and individuals.[136]

Members of the Negotiating Team, who approved the agreement before sending it to the Secretary of the Interior for signing, included: Chairman William A. Sinclair, DOI; John W. Keys, III, Reclamation Regional Director; Lawrence E. Cox, DOI Regional Solicitor; William J. Briggle, NPS Deputy Regional Director; Stanley M. Speaks, BIA Area Director; Jude C. Stensgar, Chairperson, Colville Business Council; and Joe V. Flett, Chairperson, Spokane Tribal Council.[135]

The parties reached compromise on the issue of funding, agreeing to share budget, cost, and technical information. Each party, however, was responsible for securing funding for its own management responsibilities. In the event that extra funds became available, the agencies pledged to make "an equitable portion" available to the tribes for their compliance work. While the agencies did not agree to implement an Indian preference for employment, they did agree to notify the tribes of opportunities to contract with the agencies for projects or services.[137]

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The agreement also addressed cultural resources. This issue was so important to the tribes that the team drafting the new agreement recognized that most points were not open to negotiation. Under the Cooperative Management Agreement, all parties agreed to develop a Cultural Resources Management Plan to identify and protect resources, as well as develop a procedure for returning artifacts, removed under governmental authority, to the tribes for curation. The federal agencies also agreed to notify and consult with the tribes while planning "any survey, monitoring, or removal of Indian Resources" from the reservoir lands. In addition, the tribes would have the chance to participate and/or undertake these activities themselves.[139]

> **This Agreement is a significant milestone indicating a recognition by the Federal government that the Colville and Spokane Tribes are equal partners in the management of Lake Roosevelt. This type of government-to-government relationship will be beneficial for all citizens whether living in the area or visiting it for the many recreational opportunities that Lake Roosevelt offers.**
>
> **-- Jude C. Stensgar, Chairman, Colville Business Council, April 4, 1990[138]**

A local ceremony celebrated the new agreement. Jude C. Stensgar, CCT Chairman, invited Superintendent Gary Kuiper to a signing ceremony on April 20, 1990 - Earth Day - at Grand Coulee Dam. Stensgar praised the agreement that recognized both the CCT and STI as equal management partners at Lake Roosevelt. He believed that all citizens, both local residents and visitors, would benefit from the government-to-government relationship established by the agreement. Close to two hundred people attended the ceremony, which featured Indian drumming, dancing, and singing.[140]

Conclusion

Years of hard work by dozens of federal and tribal officials finally reached fruition with the signing of the Lake Roosevelt Cooperative Management Agreement, also known as the Multi-Party Agreement. The end of negotiations finally freed LARO staff to carry out other responsibilities at Lake Roosevelt. The Multi-Party Agreement has not resolved all issues at the NRA, of course. During ten years of operating under its provisions, the parties have worked through many jurisdictional and management concerns, with no legal challenge to the agreement. A few disagreements, such as jurisdiction over the south half of the Spokane Arm, remain unresolved. Still other issues, such as cultural resources management, pose continuing challenges. The five parties are equal partners now, each with its own management responsibilities. The action of one affects the others, and the coming years will further test how well they work together to manage the varied resources of Lake Roosevelt.

Endnotes

[1] Robert H. Keller and Michael F. Turek, *American Indians and National Parks* (Tucson: University of Arizona Press, 1998), 233.

[2] Ibid.; Richard N. Ellis, ed., *The Western American Indian: Case Studies in Tribal History* (Lincoln: University of Nebraska Press, 1972), 144-145.

[3] Mary B. Davis, ed., *Native America in the Twentieth Century: An Encyclopedia* (New York: Garland Publishing, Inc., 1994), 263. The Office of Indian Affairs became the Bureau of Indian Affairs ca. 1950.

[4] Ibid.; Verne F. Ray, "Ethnic Impact of the Events Incident to the Federal Power Development on the Colville and Spokane Indian Reservations," (prepared for CCT and STI, Port Townsend: 1977), 74-75; Sister Maria Ilma Raufer, *Black Robes and Indians on the Last Frontier: A Story of Heroism* (Milwaukee: Bruce Publishing Company, 1966), 447-448; Jessie A. Bloodworth, "Human Resources Survey of the Colville Confederated Tribes" (Field Report of the Bureau of Indian Affairs, Portland Area Office, Colville Agency, 1959), 49-50; David C. Wynecoop, *Children of the Sun: History of the Spokane Indians* (Wellpinit: privately printed, 1969), 46.

[5] William Zimmerman, Jr., Assistant Commissioner of Indian Affairs, to Harvey K. Meyer, Superintendent, Colville Indian Agency, 5 Sept. 1933 (letter approved and signed by T. A. Walters, First Assistant Secretary, 4 Oct. 1933), file 1.3 Colville Correspondence 1931-44, box 714, RG 75, NARA-PAR.

[6] William Zimmerman, Jr., Assistant Commissioner of Indian Affairs, to Dr. Elwood Mead, Commissioner of Reclamation, 5 Dec. 1933 (letter approved and signed by Harold L. Ickes, Secretary of the Interior, 22 Dec. 1933), file 1.3 Colville Correspondence 1931-44, box 714, RG 75, NARA-PAR.

[7] L. M. Holt, USBR Supervising Engineer, to Commissioner of Indian Affairs, 20 April 1934, file 1.3 Colville Correspondence 1931-44, box 714, RG 75, NARA-PAR; USBR Supervising Engineer to Director of Irrigation, U.S. Indian Service, 1 Dec. 1937, as quoted in Ray, "Ethnic Impact," 83; "Excerpts from Minutes of Meeting of Colville Indian Business Council Held on January 10 and 11, 1941," file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR.

[8] USBR, *Project History 1937*, 82; USBR, *Project History 1938*, 56; "Memorandum of Understanding," 6 April 1939, in USBR, "Final Environmental Statement, Columbia Basin Project," v. II, 1975:1-2, LARO.HQ.LIB.

[9] Louis Balsam, Field Representative in Charge, Colville Indian Agency, to Commissioner of Reclamation and Commissioner of Indian Affairs, 1 Aug. 1939, file Coulee Dam – Proposed Flood Water, box 1211, RG 75, NARA-PAR.

[10] John C. Page, USBR Commissioner, to Commissioner of Indian Affairs, 20 Feb. 1940, file 3, box 1, RG 079-89-001, NARA-PSR.

[11] 76th Congress, Public Law No. 690, An act for the Acquisition of Indian lands for the Grand Coulee Dam and Reservoir, and for other purposes, 29 June 1940. The 1,310 limitation does not apply to off-reservation lands.

[12] Ibid.

[13] P. Hetherton, Executive Officer, Washington State Planning Council, to C. E. Greider, NPS State Supervisor, 25 Oct. 1940, file 2, box 1, RG 079-89-001, NARA-PSR.

[14] R. F. Bessey, Counselor, National Resources Planning Board, to Mr. [G. H.] Fernald and Mr. [P.] Hetherton, 15 Jan. 1941, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR; P. Hetherton, Washington State Planning Council, to R. F. Bessey, Counselor, National Resources Planning Board, 27 Jan. 1941, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR; G. H. Fernald to Subcommittee on Problem No. 26, Columbia Basin Joint Investigations, 22 Jan. 1941, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR; USBR, *Recreational Development of Lake Roosevelt: Columbia Basin Joint Investigations, Problem 26* (Washington, D.C.: Government Printing Office, 1945), xi.

[15] "Excerpts from Minutes of Meeting of Colville Indian Business Council Held on January 10 and 11, 1941," file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR; "Resolution," 11 Jan. 1941, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR.

[16] "Minutes of Spokane Indian Tribal meeting held at the Spokane Subagency," 21 Jan. 1941, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR.

[17] O. A. Tomlinson, NPS Regional Director, Navy radio telegram to NPS Director, 14 Oct. 1941, file 3, box 1, RG 079-89-001, NARA-PSR; "November Monthly Progress Report," Joint Investigations, Columbia

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Basin Irrigation Project, 17 Dec. 1941, file Columbia Basin Area – General I 1941, box 125, RG 187, NARA-PAR.

[18] F. A. Gross, Superintendent, Colville Indian Agency, and Carthon R. Patrie, Acting Regional Forester, Colville Indian Agency, to Commissioner of Indian Affairs, 10 March 1941, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR.

[19] "August Monthly Progress Report," Joint Investigations, Columbia Basin Irrigation Project, 15 Sept. 1941, file Columbia Basin Area – General I 1941, box 125, RG 187, NARA-PAR; "Recreation at Grand Coulee to Be Under National Park Service," press release, Department of the Interior Information Service, USBR, 16 Sept. 1941, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; Guy D. Edwards, Superintendent, Boulder Dam National Recreation Area, to NPS Regional Director, 29 Sept. 1941, file 1, box 2, RG 079-89-001, NARA-PSR.

[20] F. A. Banks, USBR Supervising Engineer, to USBR Commissioner, 30 Sept. 1941, file Copy – CODA Historical Files #2, LARO.HQ.SUP; Guy D. Edwards, Superintendent, Boulder Dam National Recreation Area, to NPS Regional Director, 29 Sept. 1941, file 1, box 2, RG 079-89-001, NARA-PSR.

[21] F. A. Banks, USBR Supervising Engineer, to USBR Commissioner, 30 Sept. 1941, file Copy – CODA Historical Files #2, LARO.HQ.SUP.

[22] Stephen R. Tripp, NPS Administrative Assistant, to NPS Director, 16 Feb. 1942, file 1, box 2, RG 079-89-001, NARA-PSR; NPS Regional Director to NPS Director, 30 Sept. 1941, file 1, box 2, RG 079-89-001, NARA-PSR; "Agreement Between the Bureau of Reclamation and the National Park Service Relating to the Development and Use of the Grand Coulee Reservoir Area," 22 July 1942, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[23] P. R. Nalder, USBR Associate Engineer, to USBR Supervising Engineer, 11 Sept. 1941, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[24] Walter V. Woehlke, OIA, to Secretary [of the Interior], 30 Dec. 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[25] Claude E. Greider, NPS Recreation Planner, to F. A. Banks, USBR Supervising Engineer, 21 Feb. 1944, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[26] F. A. Banks, USBR Supervising Engineer, to USBR Commissioner, 26 Feb. 1944, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[27] Warner W. Gardner, DOI Solicitor, Opinion (Memorandum to Assistant Secretary Chapman), 29 Dec. 1945, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[28] Newton B. Drury, NPS Director, to NPS Regional Director, 18 Feb. 1946, file 6, box 6, RG 079-89-001, NARA-PSR.

[29] Raymond E. Hoyt, NPS Chief Recreation Study Division, to NPS Regional Director, 1 March 1946, file 6, box 6, RG 079-89-001, NARA-PSR; Paul Lemargie, DOI Field Solicitor, to Homer Robinson, LARO Superintendent, 29 Sept. 1958, file 3, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[30] Herbert Maier, NPS Acting Regional Director, to NPS Regional Director, 10 April 1946, file 3, box 3, RG 079-89-001, NARA-PSR.

[31] John McGue, OIA Acting Commissioner, to USBR Commissioner, 16 Aug. 1946, file Copy – CODA Historical Files #2, LARO.HQ.SUP.

[32] Ibid.; Colville Business Council Resolutions T-27 and T-28, April 1946, file 1946 1-60, box 1, sub-group 1941 to 1951 (original copies), archive series Tribal Resolutions, CCT Archives Center, Nespelem.

[33] "Memorandum of Agreement Among the Bureau of Reclamation, National Park Service, and Office of Indian Affairs Relating to the Planning, Development, and Administration of the Coulee Dam Recreational Area," 18 Dec. 1946: II.1-3, IV.2-6, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[34] Ibid., III.1-2, 4, 8-9, 13.

[35] *United States Statutes at Large, 1946*, v. 60, part 1 (Washington: Government Printing Office, 1947), 885.

[36] Claude E. Greider, LARO Supervisor, to NPS Regional Director, 8 Aug. 1947, file History – Coulee Dam NRA, box 4, LARO.HQ.LIB; O. A. Tomlinson, NPS Regional Director, to LARO Superintendent, 13 Aug. 1947, file History – Coulee Dam NRA, box 4, LARO.HQ.LIB.

[37] Donald L. Fixico, *Termination and Relocation: Federal Indian Policy, 1945-1960* (Albuquerque: University of New Mexico Press, 1986), 33, 63-69, 93-99, 101; Ellis, *Western American Indian*, 188-189;

Wilcomb E. Washburn, *Red Man's Land/White Man's Law: A Study of the Past and Present Status of the American Indian* (New York: Charles Scribner's Sons, 1971), 85.

[38] Fixico, *Termination and Relocation*, 103-104; Davis, *Native America*, 222.

[39] George Pierre, *American Indian Crisis* (San Antonio: Naylor Co., 1971), 39, as quoted in Fixico, *Termination and Relocation*, 184.

[40] Fixico, *Termination and Relocation*, 134-156; Davis, *Native America*, 222.

[41] Report on Tribes Ready for Termination of Federal Supervision, House Report Number 2680, 83rd Congress, 2nd session, 1954, in Fixico, *Termination and Relocation*, 207 (Appendix 2); "The Statement from the Spokane Tribe of Indians to Glenn L. Emmons, Commissioner of Indian Affairs, Concerning 'Planning and Programming of the Spokane Tribe,'" Spokane, Washington, 21 Jan. 1955, file 130 Colville, Long Range and Withdrawal, box 6, RG 75, NARA-PAR; "Separation Asked by Spokane Tribe," *Spokane Chronicle*, 19 Oct. 1966, p. 3. The Indian Claims Commission settled one land claim in 1967, awarding STI $6.7 million in additional compensation for lands taken in 1887.

[42] Orme Lewis, Assistant Secretary of the Interior, to Hiram Runnels, 13 June 1953, box 356, Horan Collection, WSU; Bloodworth, "Human Resources Survey," 51-52; Vine Deloria, Jr., *Custer Died for Your Sins: An Indian Manifesto* (n.p.: Macmillan Co., 1969), 72-76; Colville Confederated Tribes, "The Year of the Coyote: Centennial Celebration, July 2, 1972" (Nespelem: 1972), 4-5; Raufer, *Black Robes and Indians*, 452; John Alan Ross, "Political Conflict on the Colville Reservation," *Northwest Anthropological Association Research Notes* 2 (1968): 75, 79; Senate bill S 1442, 88th Cong., 2nd Sess., 20 Aug. 1964, file 14, box 203, Jackson Coll., UW; Senate bill S 1413, 89th Cong., 1st Sess., 8 March 1965, file 11, box 206, Jackson Coll., UW; Senate bill S 282, 90th Cong., 1st Sess., 12 Jan. 1967, file 19, box 208, Jackson Coll., UW; Senate bill S 541, 91st Cong., 1st Sess., 22 Jan. 1969, file 7, box 213, Jackson Coll., UW; Senate bill S 3518, 91st Cong., 2nd Sess., 26 Feb. 1970, file 44, box 214, Jackson Coll., UW; NPS, "Master Plan of Coulee Dam National Recreation Area," chapter 3, (29 Jan. 1965), 2, file D18 Master Planning 1965-67, LARO.HQ.ADM.

[43] Fixico, *Termination and Relocation*, 28-31; Ellis, *Western American Indian*, 174; Wynecoop, *Children of the Sun*, 43; Davis, *Native America*, 611-612; Ray, "Ethnic Impact," 72, 75; Colville Tribes – Grand Coulee Settlement, Hearing before the Subcommittee on Oversight and Investigations of the Committee on Natural Resources, House of Representatives, 103d Cong., 2d Sess. on H.R. 4757, 2 Aug. 1994: 6, 26, 56-58, 81. Although the tribe filed too late on this second claim, the issue is still under discussion, according to USBR in Coulee Dam.

[44] Raufer, *Black Robes and Indians*, 437-441; Plaintiffs' Brief, Confederated Tribes of the Colville Reservation, et al., v. United States of America, Docket No. 181-C, before the Indian Claims Commission, Feb. 1973, file 15, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; "Final Report, Colville/Spokane Task Force, September, 1980," unlabeled file, LARO.HQ.SUP; Jess Walter, "Tribes win settlement over dam," *Spokesman-Review*, 23 March 1994, A-1; Colville Tribes – Grand Coulee Settlement, Hearing before the Subcommittee on Oversight and Investigations of the Committee on Natural Resources, House of Representatives, 103d Cong., 2d Sess. on H.R. 4757, 2 Aug. 1994: 6, 26, 56-58, 81.

[45] Nathan R. Margold, DOI Solicitor, to Secretary of the Interior, 28 Dec. 1939, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; H. W. Bashore, USBR Assistant Commissioner, to USBR Supervising Engineer, 12 March 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; Claude E. Greider, LARO Supervisor, to NPS Regional Director, 28 Feb. 1947, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; Wesley K. Nelson, USBR Commissioner, to USBR Regional Director, 2 Sept. 1947, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; R. J. Newell, USBR Regional Director, to USBR Commissioner, 29 Sept. 1947, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[46] Paul R. Franke, NPS Acting Director, to NPS Regional Director, 30 Oct. 1950, file W30 Jurisdiction, LARO.HQ.ADM; Sanford Hill, NPS Assistant Regional Director, to LARO Superintendent, 11 Dec. 1950, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM.

[47] D. S. Myer, BIA Commissioner, to Walt Horan, U.S. House of Representatives, 15 March 1951, file Coulee Rec. Area 1948-52, box 216, Horan Collection, WSU.

[48] "The Statement from the Spokane Tribe of Indians to Glenn L. Emmons, Commissioner of Indian Affairs, Concerning 'Planning and Programming of the Spokane Tribe,'" Spokane, Washington, 21 Jan.

1955, file 130 Colville, Long Range and Withdrawal, box 6, RG 75, NARA-PAR; Mastin G. White, DOI Solicitor, to Secretary of the Interior, 16 May 1951, W30 Jurisdiction, LARO.HQ.ADM.

[49] Ronald F. Lee, NPS Acting Director, to NPS Regional Director, 17 Aug. 1951, file 1, box 6, RG 079-89-001, NARA-PSR; Alfred C. Kuehl, NPS Regional Landscape Architect, to NPS Assistant Regional Director, 25 April 1952, file 1, box 1, RG 079-89-001, NARA-PSR.

[50] Hugh Peyton, LARO Superintendent, to Floyd H. Phillips, Superintendent, Colville Indian Agency, 3 April 1957, file H14 Area and Service History, LARO.HQ.ADM.

[51] Homer Robinson, LARO Superintendent, to Paul Lemargie, DOI Field Solicitor, 19 Aug. 1958, file 3, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Robinson to LARO Files, 16 Sept. 1958, file A44 Cooperative Agreements, BOR Outside Storage Space, LARO.HQ.ADM; Lemargie to Robinson, 29 Sept. 1958, file 3, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[52] Wilkinson, Cragun & Barker, Counsel for Spokane Tribe, "Spokane Indian Hunting, Fishing and Boating Rights in the Lake Roosevelt Indian Zone," 20 May 1959, file A44 Triparty Agreement, LARO.HQ.ADM.

[53] Ibid.; Glen A. Wilkinson, Wilkinson, Cragun & Barker, to Secretary of the Interior, 21 March 1960, box 360, Horan Collection, WSU.

[54] Homer Robinson, LARO Superintendent, to NPS Director, 30 Sept. 1959, file 3, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[55] Glen A. Wilkinson, Wilkinson, Cragun & Barker, to Secretary of the Interior, 21 March 1960, box 360, Horan Coll., WSU; Edmund T. Fritz, Deputy Solicitor, DOI Office of the Solicitor, to Commissioner of Indian Affairs, 27 May 1960, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[56] Public Land Order 2087, 9 May 1960, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[57] Howard Stewart, CCT Tribal Game Protector, to Ellis L. Newbill, 29 April 1963, file 3, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Homer Robinson, LARO Superintendent, to Paul Lemargie, Field Solicitor, 24 May 1963, file 3, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Lemargie to Robinson, 4 June 1963, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[58] Robert D. Dellwo, Dellwo, Rudolf & Grant, to David Richie, LARO Superintendent, 15 Aug. 1968, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[59] Robert D. Dellwo, Dellwo, Rudolf & Grant, to LARO Superintendent, 10 Jan. 1968, file A44 Tri-party Agreement, LARO.HQ.ADM; David Richie, LARO Superintendent, to Dellwo, 28 Aug. 1968, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[60] Robert D. Dellwo, Dellwo, Rudolf & Grant, to David Richie, LARO Superintendent, 11 March 1969, file L54 Water Matters, LARO.HQ.ADM.

[61] Robert D. Dellwo, Dellwo, Rudolf & Grant, to Wayne R. Howe, LARO Superintendent, 11 Feb. 1971, file A94 Spokane Tribe, LARO.HQ.ADM; Dellwo to James F. Walsh, Seattle District Corps of Engineers, 4 March 1971, file A94 Spokane Tribe, LARO.HQ.ADM; Walsh to Dellwo, 17 March 1971, file Copy – CODA Hist. Files #2, LARO.HQ.SUP. It is not known when the Corps gave up this permitting authority (Roberta Miller, LARO Program Assistant, personal communication to Nancy F. Renk, 17 October 2000).

[62] Robert D. Dellwo, Dellwo, Rudolf & Grant, to W. E. Rawlings, USBR Project Manager, and David Richie, LARO Superintendent, 15 Jan. 1969, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[63] Davis, *Native America.* 691-692; Robert D. Dellwo, "Indian Water Rights – The Winters Doctrine Updated," *Gonzaga Law Review* 6 (Spring 1971): 215, 223.

[64] Memo from T. J. Mutch to Files, 25 March 1969, file L54 Water Matters, LARO.HQ.ADM.

[65] W. E. Rawlings, USBR Project Manager, to USBR Regional Director, 27 March 1969, file L54 Water Matters, LARO.HQ.ADM; H. T. Nelson, USBR Regional Director, to DOI Regional Solicitor, 8 May 1969, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[66] Paul Lemargie, DOI Field Solicitor, to Associate Solicitor, Reclamation and Power, 6 Jan. 1970, file A94 Spokane Tribe, LARO.HQ.ADM.

[67] J. Lane Morthland, Associate Solicitor, Reclamation and Power, to Commissioner of Reclamation, 5 March 1971, file L54 Water Matters, LARO.HQ.ADM.

[68] Ellis L. Armstrong, USBR, Washington, D.C., to Robert D. Dellwo, Dellwo, Rudolf & Grant, 10 March 1972, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[69] Fay G. Cohen, *Treaties on Trial: The Continuing Controversy over Northwest Indian Fishing Rights*, (Seattle: University of Washington Press, 1986), 3-11; Vine Deloria, Jr., *Behind the Trail of Broken Treaties: An Indian Declaration of Independence*, (New York: Dell Publishing Co., Inc., 1974), 26-27.

[70] Deloria, Jr. *Behind the Trail of Broken Treaties*, 22-25, 33-39, 44-80.

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[71] John Reid, "Colville Tribe Bans Hunting," *Spokesman-Review*, 17 Aug. 1971, p. 15.

[72] Fenton Roskelley, "Colvilles Lay Claim to Lake Roosevelt," *Spokane Daily Chronicle*, 23 Nov. 1971.

[73] Unsigned, "Notes on Nov. 24, meeting with Colville Tribal Committee," [ca. Nov. 1971], file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[74] Wayne R. Howe, LARO Superintendent, to NPS Regional Director, 16 Nov. 1971, file Copy – CODA Hist. Files #2, LARO.HQ.SUP; Fenton Roskelley, "Indians Claiming Columbia's Water," *Spokane Daily Chronicle*, 23 Nov. 1971; Howe to NPS Assistant Director, Park Support Services, 15 Dec. 1971, file W30 Jurisdiction, LARO.HQ.ADM.

[75] Notes from meeting at Superintendent's Office, 26 April 1972, with Colville Tribal Council, file A94 Colville Confederated Tribes, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1972: 7, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; [name illegible], President, and M. McGrath, Secretary, Wilbur Boat Club, to Senators [Henry] Jackson and [Warren] Magnusson and Congressman [Thomas] Foley, 4 May 1972, file Copy – CODA Hist. Files #2, LARO.HQ.SUP; unsigned, "Notes on Nov. 24, meeting with Colville Tribal Committee," [ca. Nov. 1971], file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[76] Notes from meeting at Superintendent's Office, 26 April 1972, with Colville Tribal Council, file A94 Colville Confederated Tribes, LARO.HQ.ADM.

[77] Wayne R. Howe, LARO Superintendent, to NPS Regional Director, 29 March 1972, file Copy – CODA Hist. Files #2, LARO.HQ.SUP; Paul Lemargie, DOI Field Solicitor, to LARO Superintendent, 28 March 1972, file 8, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; "Superintendent's Annual Report, CODA," CY1972: 5, file A2621 Superintendent's Annual Report, LARO.HQ.ADM.

[78] Wayne R. Howe, LARO Superintendent, to NPS Regional Director, 29 March 1972, file Copy – CODA Hist. Files #2, LARO.HQ.SUP; Howe to NPS Regional Director, 12 May 1972, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[79] "Superintendent's Annual Report, CODA," CY1972: 7, file A2621 Superintendent's Annual Report, LARO.HQ.ADM.

[80] Tom McPherson, Secretary, Wilbur Chamber of Commerce, to Wayne R. Howe, LARO Superintendent, 2 May 1972, file Copy – CODA Hist. Files #2, LARO.HQ.SUP.

[81] "Meeting with Mr. Emmet E. Willard, - Secretary's Field Representative, Portland, concerning Coulee Dam, & Chief Joseph Dam," 7 Feb. 1972, file A94 BIA, LARO.HQ.ADM.

[82] Ibid.

[83] Ibid.

[84] John A. Rutter, NPS Regional Director, to Emmet E. Willard, DOI Field Representative, 11 April 1972, file A94 Colville Confederated Tribes, LARO.HQ.ADM.

[85] "Statement of Spokane Tribal Rights and Policies on Roosevelt Lake, for Presentation to Secretary's Task Force on Roosevelt Lake," [May 1972], file 8, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[86] John McGue, OIA Acting Commissioner, to USBR Commissioner, 16 Aug. 1946, LARO.HQ.SUP, file Copy – CODA Historical Files #2.

[87] Emmet E. Willard, Chairman, Colville and Spokane Indian Task Force, to Mel Tonasket and Alex Sherwood, 24 July 1972, file 9, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Mel Tonasket, CCT Chairman, and Alex Sherwood, STI Chairman, to Emmett [sic] Willard, Chairman, Colville and Spokane Indian Task Force, 27 July 1972, file 9, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; "Task Force Meeting, August 1, 1972," file 9, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[88] Notes from meeting on 29 Aug. 1972 [on CCT stationery], file 9, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[89] "Roosevelt Lake Task Force Meeting," 19 Sept. 1972, file 9, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[90] Ibid.

[91] John A. Rutter, NPS Regional Director, to NPS Director, 27 Nov. 1972, file 10, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[92] William N. Burgen, LARO Superintendent, to NPS Regional Director, 13 Oct. 1972, file 9, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Robert D. Dellwo, Dellwo, Rudolf & Grant, to Emmett [sic] Willard, 30 Oct. 1972, file 9, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

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[93] R. K. Seely, USBR Operations Manager, Coulee Dam, to USBR Regional Director, Boise, 28 Nov. 1972, file 10, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[94] Glenn F. Galbraith, STI Executive Director, to William N. Burgen, LARO Superintendent, 8 Feb. 1973, file Copy - CODA Hist. Files #2, LARO.HQ.SUP; Burgen to Galbraith, 13 Feb. 1973, file Copy - CODA Hist. Files #2, LARO.HQ.SUP; Burgen to NPS Regional Director, 16 Feb. 1973, file Copy - CODA Hist. Files #2, LARO.HQ.SUP; Burgen to NPS Regional Director, 2 March 1973, file Copy - CODA Hist. Files #2, LARO.HQ.SUP.

[95] John A. Rutter, NPS Regional Director, to NPS Associate Director of Operations, 12 April 1973, file Copy - CODA Hist. Files #2, LARO.HQ.SUP.

[96] Joseph C. Rumburg, Jr., NPS Deputy Associate Director of Operations, to NPS Regional Director, 20 April 1973, file Copy - CODA Hist. Files #2, LARO.HQ.SUP; William N. Burgen, LARO Superintendent, to NPS Regional Director, 16 May 1973, file Copy - CODA Hist. Files #1, LARO.HQ.SUP. According to Arthur C. Hathaway, former LARO Chief of Interpretation, Glenn Galbraith had refused a request from Indian rights activists to enter the Spokane Reservation (Hathaway, personal communication to Kathryn L. McKay, 1 March 2001).

[97] Alex Sherwood, STI Chairman, to Rogers Morton, Secretary of the Interior, 12 June 1973, file Staff File of Bill First – Indians – Spokane Tribal Council 1973-1975, box 159, Foley Coll., WSU.

[98] "Position Paper of the Colville Confederated Tribes Regarding the Questions Surrounding the Construction of Grand Coulee Dam and Lake Roosevelt," ca. Feb. 1973: 12-14, file Copy – CODA Hist. Files #2, LARO.HQ.SUP; Wayne R. Howe, NPS Acting [Regional] Director, to Craig Swanson, DOI Regional Director for Management and Budget, Portland, 14 March 1973, file A94 BIA, LARO.HQ.ADM.

[99] Paul Larson, LARO Chief Ranger, "Comments – Notes re: Barnaby Island," 3 May 1973, file 7, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; "Superintendent's Annual Report, CODA," CY1973: 9, file A2621 Superintendent's Annual Report, LARO.HQ.ADM.

[100] William N. Burgen, LARO Superintendent, to NPS Regional Director, 7 June 1973, file 7, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[101] Ibid.

[102] Joseph C. Rumburg, Jr., NPS Acting Associate Director, to NPS Regional Director, 25 April 1973, file Copy – CODA Hist. Files #1, LARO.HQ.SUP; NPS Regional Director to NPS Associate Director of Operations, 15 June 1973, file 7, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[103] DOI Solicitor to Secretary of the Interior, draft "Opinion on the boundary and status of title to certain lands of the Colville Indian Reservation,"[ca. July 1973], file A94 Colville Confederated Tribes, LARO.HQ.ADM; Kent Frizzell, DOI Solicitor, to Secretary of the Interior, "Opinion on the boundaries of and status of title to certain lands within the Colville and Spokane Indian Reservations," 3 June 1974, file A44 Tri-party Agreement, LARO.HQ.ADM.

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Chapter 5

Charting the Course: Managers and Management Issues

Park managers and employees have guided the development and operations of Lake Roosevelt National Recreation Area (LARO) from its inception. The initial skeleton staff had the monumental task of establishing a recreation area where there had been neither a park nor even a lake before. Over the years the staff has multiplied and the jobs have specialized. Working first under the 1946 Tri-Party Agreement and now under the 1990 Cooperative Management Agreement, eleven superintendents and their staffs have built and maintained facilities, developed and run a wide variety of programs for the public, and enforced an increasingly complex set of regulations, laws, and agreements. This chapter profiles park managers and discusses selected management issues, some resolved and others ongoing, that have helped shape LARO and its daily operations over the years.

Superintendent Highlights

The National Park Service began working at Lake Roosevelt in 1941, five years before it accepted management responsibilities for the area. After nearly thirty years under Park Service direction, LARO officially became a unit of the National Park System following passage of the Act of August 18, 1970 (Public Law 91-383).

During the sixty years of Park Service management at LARO, there have been eleven superintendents. Three of them (Claude E. Greider, Homer W. Robinson, and Gary J. Kuiper) had relatively long tenures, ranging from nine to twelve years; two (Howard H. Chapman and David A. Richie) remained for brief terms of less than two years; and the remaining six (Hugh Peyton, Wayne R. Howe, William N. Burgen, William W. Dunmire, Gerald W. Tays, and Vaughn L. Baker) have led the park for periods of three to five years.

Claude E. Greider, the first superintendent at LARO, guided the park through the entire planning stage and into the initial development. Greider was a State Supervisor with the Park Service in Portland when he was appointed in November 1939 to head the Problem No. 26 committee that was looking into the recreational potential for the lake that would form behind Grand Coulee Dam. He secured the services of Philip W. Kearney, Associate Landscape Architect, who became the first Park Service employee at the slowly rising reservoir in March 1941. Greider joined him in late December 1942, doubling the staff. With the arrival of Frances Fleischauer, a clerk-typist, in March 1943, the initial Park Service office was complete. Budgets were equally small, with just $10,000 a year supplied from Reclamation. Because it came from project funds, the appropriation could be used only for administration and planning, with nothing for construction or development work.[1]

Both personnel and budgets increased by the late 1940s. Greider's staff grew following the signing of the Tri-Party Agreement in December 1946 that established the Park Service as the agency in charge of administering the national recreation area (NRA). LARO gained an engineer, landscape architect, chief ranger, and clerk-stenographer by May 1947, but Greider still termed this number "barely adequate" to do the current work.[2] By mid-1950, another ranger and a boat operator had joined the staff, bringing the total to eight. The initial Congressional appropriation of $26,000 for LARO came in FY1949. Greider knew he needed much more money to start development work at the park. He was particularly concerned that the Park Service get basic road and utility work completed to encourage private development with concessionaires. In addition, he recognized the need to do a massive debris cleanup on the lake to clear the waters for boating. Greider told the Regional Director that he had no suggestions for the Physical Improvements budget "other than to triple the amount of funds" if possible.[3] The following year did indeed bring a sizeable increase, with $48,600 for Administration, Protection, and Maintenance, and $137,200 for development, including roads, employee housing, and reservoir cleanup.[4]

During his eleven-year stay at the NRA, Greider worked "by the book" in planning, development, and regulations. When wartime rationing was lifted, local residents were ready to take advantage of camping and boating opportunities on the new lake. Lack of appropriations had prohibited any Park Service developments, however, and Greider discouraged recreational use of the area until the federal agency could proceed with "a conservative and orderly program."[5] This eventually caused resentment toward the Park Service, which was compounded during the prolonged fight over regulations for the new NRA. Much of this may have been due to Greider's personality, which one long-time employee described as "kind of . . . pompous."[6] He was less of a field person than later superintendents, but his office and organizational skills may have been what were needed to get the park started. Greider transferred to the Portland Office on August 12, 1953, where he took charge of the Rogue River Recreation Survey.[7]

Hugh Peyton arrived August 16 to replace Greider. He had experience at one of the two other recreation areas at the time, having been Custodian and Superintendent at Millerton Lake in Friant, California. Peyton was familiar with some of the issues facing LARO, particularly the controversy over regulations, since he and Greider had worked together to revise the rules in 1951. In contrast to the "spit-and-polish" style of the first superintendent, Peyton was a down-to-earth leader who let the employees know he was on their side. "He just turned us loose," remembered Don Everts. "Do it right or else you'll get your butt chewed."[8] Peyton was "a junk gatherer" like Everts, and the two of them procured many vehicles and loads of materials from their regular scanning of General Services Administration catalogs. These surplus materials were used throughout the park, from liners in pit toilets to the radio system. Park construction really began under Peyton, and he won the approval of many local people who were pleased to see any development at LARO. One man reported that the superintendent and his crew were "doing miracles with small money," well beyond anything Greider had done. Park supporters were pitching in to help with privately owned bulldozers and donated labor to

Superintendent Homer Robinson, January 1960. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

provide "Free access to Roosevelt Lake for every body."[9] Peyton retired in January 1958.[10]

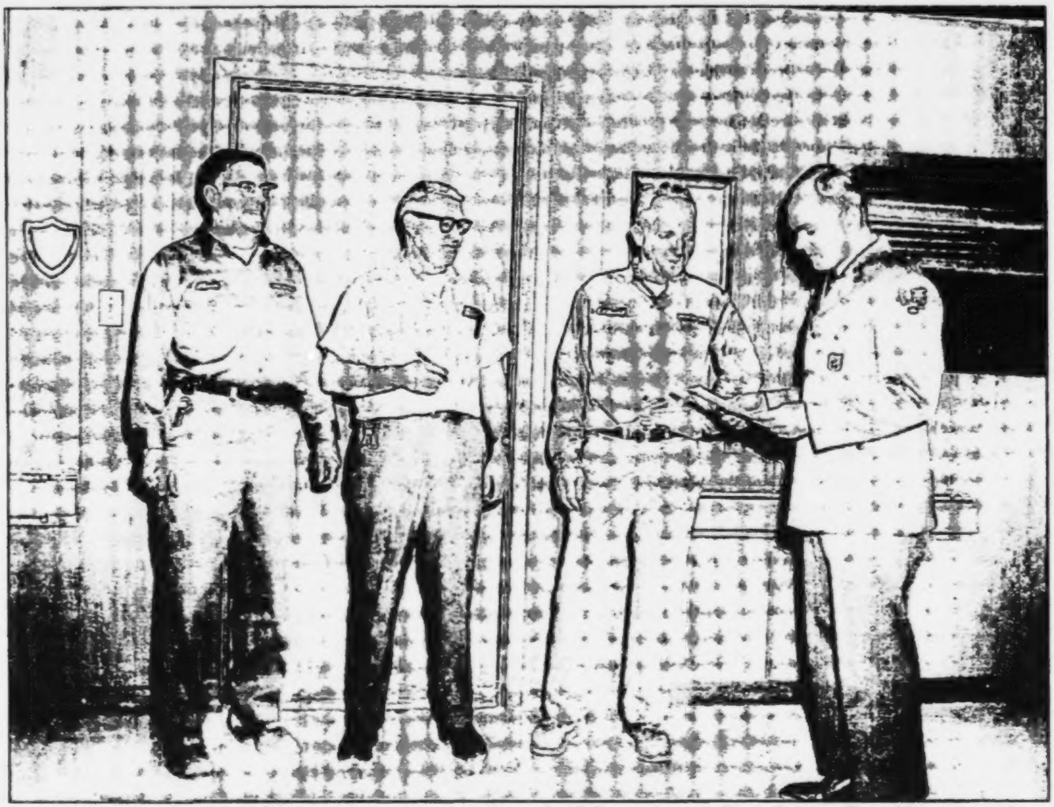
Homer W. Robinson replaced Peyton as Superintendent, arriving at LARO February 10, 1958. Robinson began his federal career working on fire lookouts for the U.S. Forest Service in Oregon. He then transferred to the Park Service and was assigned to Yosemite, where he worked as Assistant Chief Ranger. He then served as Superintendent at Millerton Lake Recreation Area in California, followed by national monuments in Colorado. During his tenure at LARO, he guided the park during the major development work of the Mission 66 period. Robinson is remembered as a "hands-on" superintendent who liked to get out of the office and into the field where the action was. He particularly enjoyed running heavy equipment and periodically would "relieve" a LARO employee using a bulldozer during road or campground construction. His involvement continued with other types of work as well. For instance, during the restoration at Fort Spokane, Robinson fabricated the posts for the guardhouse veranda. Under Robinson's administration, LARO undertook major restorations of the historic buildings at Fort Spokane, acquired for the NRA in 1960. The park also developed its first interpretive program at the fort during this time.[11]

Even with the increased funding of the Mission 66 program, LARO still felt the pinch of too little money. As Sis Robinson, Homer's widow, remembered, "you were just working on a shoestring all the time." The Robinsons and other staff donated time to the park, helping with tree planting at the North Marina or clearing rocks and brush at Keller Ferry on a Sunday. Like Peyton before him, Robinson stretched the park budget by taking advantage of government surplus materials available through GSA catalogs.[12]

Although LARO was still a small, relatively isolated unit of the National Park System in the 1960s, Robinson and his wife believed it was important for the staff to understand their part in the larger system. Thus, whenever members of the regional office came to LARO, the Robinsons would gather their staff for a picnic with the visitors. "And we thought . . . that our people ought to know who all these supposedly important people were," Sis Robinson remembered. "We wanted our people to know . . . the people . . . who were making the rules and telling us what they wanted done. And I think we did that." A side benefit of these gatherings was giving the Regional staff a favorable impression of Coulee Dam and the NRA. After nine years at LARO, Superintendent Robinson retired from the Park Service in 1967. He and Sis lived in Myrtle Point, Oregon, for thirteen years and then returned to Coulee Dam in 1980.[13]

Howard H. Chapman served a brief stint as LARO Superintendent in 1967. After graduating with a degree in forestry from Colorado State University, he started as a ranger with the Park Service at Saratoga National Historic Park in New York. He later moved on to Shenandoah National Park in Virginia, the Northeast Regional Office in Philadelphia, Yellowstone National Park, and Albright Training Center in Arizona. He came to LARO in late February from Blue Ridge Parkway where he had been Chief Park Ranger. Chapman had considerable management training and evidently needed experience as a Superintendent before moving on to a higher position. In November 1967, he transferred to Grand Teton National Park where he served as Superintendent until December 1971. He then accepted an appointment as Regional Director for the Western Region, remaining in that position until May 1987. During his brief time at LARO, the park began to formalize policies for managing the NRA lands, including private docks. These issues got more attention during the next decade.[14]

Chapman was followed by David A. Richie, who came to LARO in November 1967 with a background in law. He graduated from Haverford College and followed it with a law degree from George Washington University in Washington, D.C. His initial years of government service included work as Assistant Superintendent at Mount Rainier National Park. He remained at LARO until August 1969, when he resigned to teach history at Westtown School, a private Quaker school in Pennsylvania. He then returned to the Park Service in July 1971 as the Superintendent for the George Washington Memorial Parkway. He followed this with an appointment as Deputy Regional Director of the North Atlantic Region from January 1974 to March 1976. Richie then transferred to the Appalachian National Scenic Trail where he served as Project Manager from March 1976 until July 1987.[15]



Superintendent David A. Richie presenting awards to LARO employees Don Everts, Bert Norton, and Lee Randall, April 1969. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

Wayne R. Howe replaced Richie at LARO in August 1969. He had been with the Park Service since 1946, working at Crater Lake, Olympic, and Sequoia-Kings Canyon. He was then promoted to Chief Ranger at Bryce Canyon, followed by Assistant Chief Ranger at Yosemite and Chief Ranger at Yellowstone. He had most recently headed the Branch of Visitor Activities Management at Park Service headquarters in Washington, D.C., since 1966. When he arrived at LARO, he was excited about what he perceived as the park's untapped recreational possibilities. Fishing enthusiasts had discovered walleye pike in Lake Roosevelt by the mid-1960s, and the popularity of this fish increased rapidly by the next decade, bringing recognition – and visitors – to LARO.[16]

One of the most challenging issues for Howe was the ramifications of the Red Power movement on the local reservations that took the form of disagreements over fishing rights as well as physical confrontations at the Sanpoil campground. He became the initial Park Service representative to the Secretary of the Interior's Task Force that formed in 1972 to investigate complaints from both the Colville Confederated Tribes (CCT) and the Spokane Tribe of Indians (STI). After he transferred to the regional office in July 1972, Howe represented that office on the Task Force. He continued to work as the Associate Regional Director for Management and Operations for the Pacific Northwest Region until February 1976.[17]

Following Howe's reassignment to the regional office, William N. Burgen took over as LARO Superintendent in July 1972. His previous station had been the Albright Training Academy at Grand Canyon, Arizona. His four-and-a-half year stay at LARO saw visitation rise once again, after falling during construction of the third powerhouse for Grand Coulee Dam. This increase in visitors was reflected in the budgets as well. The appropriation for FY1975 totaled just over $425,000. This increased dramatically the following year to $1,187,580, which included funding for FY1976 as well as the Transition Quarter as federal budgets made the change from calendar to fiscal year. Once back to the twelve-month appropriation in FY1977, the budget still showed a considerable increase over FY1975, with a total of $976,820.[18]

Under Burgen's leadership, the seasonal work force expanded to a total of seventy-two in 1976, with one in Administration, thirty-five in Maintenance, and thirty-six in the Ranger Division. These included six minority men and nineteen women (four of whom were minority). Burgen reported that the park had recruited a higher than average number of minorities for the Region but was lower than average with female recruits, "probably because we hire so few temporaries or seasonals in clerical positions."[19] The park also increased its participation in programs under Title I of the Comprehensive Employment and Training Act (CETA). Eight enrollees worked with Maintenance all summer, but the park had mixed reviews for the program. Even though the salaries were paid with CETA funding, the teenagers needed considerable supervision, and staff viewed the program "more as a service to the community than a benefit to the Area."[20]

During Burgen's tenure at LARO, tensions continued between the Park Service and the neighboring CCT and STI. Incidents on both reservations suggested to Burgen that the Indians were attempting to seize control of all the lands in the Indian Zones. The 1974 Solicitor's Opinion concerning tribal rights at Lake Roosevelt caused the Secretary of the Interior to order the Park Service, Reclamation, and Bureau of Indian Affairs to negotiate a new management agreement that would include the tribes. Negotiations stalled almost immediately, but the Park Service worked out an agreement with the tribes to return the federal campgrounds within the Indian Zones to tribal ownership.

Another trend that began under Burgen's leadership was the move to get control over special use permits and encroachments. The park hired its first Land Management Specialist in 1974, who began full-time work to inventory permits and check transgressions. This effort increased considerably a decade later.

Burgen transferred to Yosemite in January 1977 and was replaced by William W. Dunmire, who had been serving as chief of the Interpretation Division at the Washington Support Office. The budget increased regularly during Dunmire's tenure, rising from a total of $1,060,120 in FY1978 to $1,245,579 in FY1981. During the same time, the cost per visitor dropped from $1.40 to $1.34. By 1980, LARO had twenty-five permanent employees and seventy seasonals, in addition to twenty-four young people in the Youth

Conservation Corps (YCC) during the summer and another ten youths year-round in the Young Adult Conservation Corps (YACC).[21]

Dunmire led the team that wrote the first General Management Plan (GMP) for LARO in 1980. The Park Service moved away from Master Plans in the late 1970s because it found that it was often spending considerable money on elaborate plans that were never completed. The agency instead instituted biennial Statements for Management to supplement the more complete GMP, which ideally was updated every fifteen to twenty years. The GMP provides overall direction and management philosophy for individual units of the National Park System. During the GMP process, the Park Service consults with other agencies and members of the public to develop an approach to managing the park and its resources. Dunmire and LARO staff, assisted by the Denver Service Center (DSC), began work on the GMP in 1978. Information gained from a visitor-use survey that summer and four public meetings in 1979 provided direction for four proposed alternatives. The final document, approved in July 1980, described park facilities; provided visitor statistics and priority needs; and outlined directions for park programs.[22]

After Dunmire left LARO in February 1981 to take a position as Superintendent of Carlsbad Caverns, he was replaced by Gary J. Kuiper, who arrived in May 1981 from the Grand Canyon. After his graduation from the University of Montana, Kuiper transferred from seasonal work with the Forest Service to full-time employment with the Park Service. His first job in 1961 was at Natchez Trace Parkway in Mississippi where his work as a ranger started his career-long interest in reversing trends of inappropriate use of park lands. The Parkway, like LARO, was plagued by its narrow strip of federal land, lack of well-marked boundaries, and multiple encroachments by neighboring landowners. Kuiper worked with the park's neighbors to begin to turn the situation around. After a stint at Blue Ridge Parkway, he served as Chief Ranger at Lava Beds, where relations with the neighboring gateway community were poor. Kuiper liked the challenge of public relations and believed he helped the Park Service there to improve its image within the community. Then, from 1973-1977, he worked as the Assistant Superintendent/Chief Ranger at North Cascades National Park in Washington, where the North Cascades Highway had recently opened. Kuiper then served as Chief Ranger at the Grand Canyon until coming to LARO. "After the hectic life in the Grand Canyon," Kuiper remembered, "I came here and said, 'Is this all there is?' There was nothing in my 'in' box."[23]

LARO staff dealt with two major issues during Kuiper's time at LARO: special park uses and renegotiation of the Tri-Party Agreement. Starting with the 1982 Resources Management Plan, Kuiper and his staff began to identify the underlying problems with special park uses and moved to resolve scores of illegal uses of NRA lands. These efforts culminated in the Special Park Use Management Plan in 1990, LARO's effort to bring the NRA into line with the Servicewide policies of NPS-53. These changes in policy were unpopular with many neighboring landowners who had their long-time permits phased out for docks, buoys, stairways, and lawns. The controversy continued well into the 1990s after Kuiper retired.

Superintendent Gary J. Kuiper, no date. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (file H18 Biographical Data and Accounts, LARO.HQ.ADM).

While negotiations for a new management agreement were on the back burner during the early 1980s, the three agencies and two tribes actually sat down to talk in October 1985. The next several years were a rocky ride for the Park Service as the parties met periodically to listen to long-standing concerns. Negotiations moved from the local to national level in 1987, and a final round of meetings from 1988 into 1990 resulted in the Lake Roosevelt Cooperative Management Agreement, also known as the Multi-Party Agreement, signed on April 5, 1990.

Superintendent Kuiper was actively involved in the negotiations for the new agreement, but the primary negotiator for LARO was Kelly Cash, Assistant Superintendent. The park added this position in 1983 at the request of Regional Director Jim Tobin, and Cash filled it until his retirement in January 1995. His early career had been at Shasta Lake

NRA. He then transferred to the Department of the Interior in 1968, working as a management intern in Washington, D.C. He followed this with assignments as a recreation planner in regional offices in San Francisco and Seattle. Cash then served as a Division Chief for Water Resources and, later, as Chief of Planning for the Pacific Northwest Region. After coming to LARO, Cash helped develop and implement policy on special park uses, in addition to his key role in negotiations for the Multi-Party Agreement. Kuiper came to count on Cash's good legal mind and clear grasp of policy for drafting a wide variety of documents.[24]

One of the most striking features of Kuiper's term as Superintendent was the dramatic rise in visitation that occurred in the late 1980s. The totals rose from just over 500,000 in 1985 to more than 1.7 million in 1991. This placed a strain on staff and facilities, made even more acute by the lack of budget increases. LARO received a base funding increase for the FY1985 budget but no further increases during the period of rapid growth, causing the NRA in 1989 to cut all funding for seasonal lifeguards, cancel some interpretive programs, and close the Fort Spokane visitor center one day each week. Congressman Tom Foley helped secure an additional appropriation of $570,000 for LARO for 1991, bringing the budget to over $2 million for the first time. The extra monies were earmarked for additional staff ($300,000) and for retrofit design work for boat launches to accommodate fluctuating lake levels ($270,000). Growth at the park had finally caught the attention of Congress and the Park Service, and LARO budgets increased to more than $2.5 million during CY1993.[25]

Gerald W. Tays arrived at LARO in July 1993 to take over as Superintendent after Gary Kuiper's retirement from the Park Service in April 1993. Following graduation from the University of Maine with a Master's degree in geology, Tays taught school in Switzerland for a year. He began his career with the Park Service in 1968, working at Glen Canyon National Recreation Area until transferring to Yellowstone in 1972. A meeting with Park Service Director George Hartzog led to Tays' transfer to Washington, D.C., where he worked in the Office of Legislative and Congressional Affairs for five years. During the last two years in the capital, he served as Executive Assistant to Gary Everhart, the director of the agency, tracking legislative issues and advising Everhart on legislation. After leaving the capital, he served three years as District Ranger at Mount Rainier and three years as District Manager at Marblemount in the North Cascades. Tays then went to Shenandoah National Park in Virginia, where he served as both Assistant and Acting Superintendent. He returned to WASO in 1988, where he helped reestablish the Office of Legislation after it had been dismantled under Secretary of the Interior James Watt. Tays worked there for five years before transferring to LARO in 1993 to become Superintendent.[26]

Two critical issues, special park uses and management of cultural resources, had been heating up at LARO prior to Tays' appointment. During his tenure, however, a number of factors converged to create a contentious situation that contributed to his removal as Superintendent. The controversy over special use permits dated from Kuiper's term, when LARO instituted its Special Park Use Management Plan that mandated the eventual removal of all private docks on Lake Roosevelt. Some permittees vocally opposed these changes. During this same period of time, the CCT and STI had assumed responsibility for archaeological surveys on tribal lands within the Reservation Zone. When they tried to extend this to Park Service lands that encompassed their area of traditional use, Tays insisted that the tribes meet professional standards, as specified in the Archaeological Resources Protection Act and the Native American Graves Protection and Repatriation Act, and follow the provisions of the National Historic Preservation Act.

The tribes resented Park Service demands and found common ground with local county commissioners who wanted greater influence over management decisions at Lake Roosevelt. While their concerns were quite different, they agreed that Superintendent Tays, with his insistence on following federal law and Park Service regulations, was a roadblock to resolving these issues. They joined forces to generate political pressure to bring change to LARO, voicing their concerns to both the Park Service and their representative to Congress. The congressional delegation was already well aware of tensions at Lake Roosevelt from several years of constituent complaints over special park uses. In March 1996, the Park Service decided that Tays could no longer be effective as Superintendent at LARO and transferred his position to the Seattle Support Office, working under Deputy Field Director William Walters. The Park Service then re-assigned Tays, under the Intergovernmental Personnel Act, to work with Washington State Parks in Olympia. He retired from the Park Service two years later and signed on with State Parks, first as a volunteer and then as an employee to begin a new program of historic preservation.[27]

The issues that led to the removal of one superintendent did not go away and soon faced Vaughn L. Baker, who was appointed Superintendent at LARO in 1996. After graduating from Montana State University with a degree in earth sciences, Baker took a job with the Bureau of Outdoor Recreation. He then transferred to the Bureau of Land Management and finally to the Park Service. His first Park Service job was at the Alaska Regional Office in 1984, followed two years later by a position at Wrangell-St. Elias in Alaska. In 1989, he was appointed Assistant Superintendent at Mammoth Cave where he stayed until taking a position at WASO in 1992. He then served as Assistant Superintendent at Shenandoah from 1994-1996. Baker was asked to take the position of Superintendent at LARO in 1996 and was able to move laterally into the job.[28]

Baker had some serious public relations issues to deal with as soon as he arrived. When he talked with others in the area, he found that relations between the Park Service and surrounding county and tribal governments were "pretty strained." In addition, he found the LARO staff "fairly demoralized . . . , especially at the management level." Baker and the Park Service decided that the best way to begin to deal with the ongoing controversies at LARO was to update the 1980 GMP, a move that had been recommended during an Operations Evaluation in 1994. Senator Slade Gorton earmarked $180,000 in the FY1997 budget to begin two years of planning. "We needed a process to re-engage everybody," said Baker, "and the planning process was the way to do it." The Park Service invited the tribes, various state and federal agencies, county and city governments, conservation groups, citizens groups, and individuals to participate in the GMP planning.[29]

The draft GMP was essentially done "in house." The primary responsibility fell to a Park Service planner, Harold Gibbs, who came from the DSC to LARO for the two-year process. Baker believed that having Gibbs live in the area would enable him to get to know the staff and the many other players at Lake Roosevelt while still having the support of the Denver office. The new plan classified all the lands around the lake into Management Areas and specified the type of development allowed. In addition, it reviewed the controversial issue of special use permits, most of which were phased out by that time. The idea proposed in the draft GMP for community access points, in lieu of private and community docks, was a new approach to this contentious issue that offered the potential to solve complaints about lack of access. In addition, such access points would lessen the Park Service's responsibility for building and maintaining public lake access. If approved, community access points would not go into effect until 2001. After numerous public meetings to discuss the draft GMP, Baker believed the process had helped address many concerns. "We weren't able to necessarily do what people thought we should do," said Baker, "but I think at least people by and large feel they . . . were heard."[30]

The controversy over phasing out special use permits, especially docks, has largely died out during Baker's administration. He and his predecessors shared the same Park Service guidelines, particularly NPS-53, but they differed some in their approach to enforcement. "A lot of this requires having great patience," noted Baker. "You always try to get people's cooperation." For instance, in 1996 eleven of the fourteen owners due to remove their private docks chose to cooperate with the Park Service. "That's pretty good," remarked Baker. Another owner went to federal court where his case was dismissed in September 2000, ending the uncertainty surrounding the remaining two docks. Similarly, the concern over cultural resource management has lessened as the Park Service found ways that Baker believes meet the intent of the laws through working with both tribes.[31]

By the late 1990s, LARO was once again feeling the pinch of a tight budget. The park had received no base funding increase since FY1995. Within two years, LARO had to cut some popular interpretive programs, and the draft GMP in 1998 noted that lack of money led to the staff being spread too thin, as well as reduced maintenance, decreased ability to protect resources, fewer programs for visitors, and reduced visitor safety. The park base was $3,321,000 in FY1998, and LARO was given a park increase in FY2000 and FY2001 to be used for protection of archaeological resources. The NRA receives additional income each year through its designation as a fee demonstration area. It collected approximately $320,000 in fees in 1999 and was allowed to keep close to 80 percent, providing extra funds for projects such as expanding launch ramps, improving accessibility in rest rooms and rehabilitating picnic shelters.[32]

Staff Reorganization

Over the years, there have been various reorganizations of the staff at LARO, primarily reflecting changes in emphasis within the National Park Service. For instance, the ranger and interpretation divisions merged in 1969 to form the division of Interpretation and Resource Management. This divided once again in 1977 to form two new divisions: 1) Visitor Protection and Resource Management and 2) Interpretation and Visitor Services. The interpretive staff position was converted at this time to Chief of Interpretation. This change followed the trend in the Park Service during this period away from the old-style rangers, who performed a wide variety of tasks, to specialists trained for more particular duties. Continuing this trend, LARO reorganized the Ranger Division in 1990 to form a separate Division of Interpretation. The park hired its first Interpreter for the South District in 1991. LARO also worked to create a new Resources Management Division during this time. It began with a Natural Resources Specialist trainee in 1990 who, two years later, became the Resources Management Specialist in charge of both natural and cultural resources. LARO hired the first Archeologist in 1993 and the following year moved all into the new Division of Resources Management.[33]

During the mid-1990s, efforts to cut the size of the federal bureaucracy led to a major reorganization of the National Park Service. The former Regions were consolidated into larger Field Areas that, in turn, were broken into "Clusters" where management was directed by committee. LARO became part of the Columbia Cascades Cluster, with the System Support Office in Seattle. It, in turn, was part of the Pacific West Field Area, with headquarters in San Francisco. Several LARO employees began serving on the advisory committee. A result of this reorganization and downsizing was that individual parks took over a number of functions that the regional offices had done in the past. One of these with critical implications for LARO was the transfer of responsibility for compliance with Section 106 of the National Historic Preservation Act to the park Superintendent.[34]

Concurrent with this overall reorganization of the Park Service, LARO underwent a major park reorganization in 1994. Early that summer, a scaled-down Operations Evaluation emphasized the areas of Administration, Concessions, and Interpretation. The Park Service was particularly concerned with the traditional park organization that they believed encouraged thought and actions along division lines. To counter this, the evaluators recommended increased emphasis on teamwork to break down divisions and improve communications. They suggested reassigning some duties to free administrative staff from various clerical functions. In addition, they recommended combining similar functions into one position, along with adding "interest and complexity" to support positions within the districts. In the area of concessions, the evaluators stressed the need for a new GMP to help the park assess the rapid growth and ensure that any development plans were well conceived. Finally, the team praised the "impressive changes" made in the interpretive program but emphasized the lack of understanding among park staff over the role of interpretation in a recreational park. They recommended development of a five-year Interpretive Plan. The evaluators ranked LARO's management of facilities and grounds as "outstanding."[35]

The results of the Operations Evaluation led to a considerable reorganization within the Division of Administration. LARO consolidated the administrative workload, assigning these tasks to the lowest possible level within the organization. It also placed all administrative positions within the park into the Division of Administration, redescribing and upgrading many of these jobs. The end result was a Chief of Administration who supervised a team of specialists and support staff at Headquarters and two Administrative Technicians in each district. With the retirement of the Assistant Superintendent in 1995, this position was discontinued and replaced with a Civil Engineer assigned to the Maintenance Division. In addition, LARO upgraded four Subdistrict Rangers, two District Rangers, and the Chief Ranger to fully implement the Ranger Careers initiative. The park also reorganized its original three districts (Kettle Falls, Fort Spokane, and Coulee Dam) into two, with the North District office at Kettle Falls and the South District office at Fort Spokane.[36]

Diversity in the Workforce

With LARO adjacent to two Indian reservations, the Park Service was aware early on of the good potential for diverse workforce. Seasonal labor positions initially offered the best opportunity for employment with the agency. Don Everts, long-time LARO employee, remembered many tribal members who worked with maintenance crews throughout the park, with many concentrating on the lakewide debris cleanup. He also recalled Superintendent Wayne Howe saying that he would not look for minorities outside the region when he had two reservations with available labor next door. Indeed, Howe hired two Indians for permanent staff positions by 1972, using the provision for Excepted Appointments as suggested by the Bureau of Indian Affairs (BIA).[37]

LARO began keeping count of women and minorities in its workforce at least by the late 1970s. For instance, in 1978 LARO hired thirty-two seasonals in Maintenance, including six American Indians (two women and four men). Another Indian man and an Asian woman worked as seasonal rangers that year. In addition, the park was making a special effort to do business with minority-owned firms. To increase employment of tribal members, LARO began making personal contacts with the CCT, the STI, and the American Indian Community Center in Spokane at least by 1979. These contacts expanded in 1983 to include the Yakima Tribal Employment Office. Although the seasonal labor force included both women and minorities, all nine vacancies for permanent positions in 1981 were filled with non-minority men.[38]

During the mid-1980s, the Park Service once again looked into ways to use Excepted Service Appointing Authority to provide Indian preference at LARO. Because this could be used only for jobs related to providing service to Indians, LARO calculated that it could justify using the authority to hire three seasonal employees. By 1992, however, the Office of the Solicitor restricted this authority to the BIA. The Park Service encouraged its units to convert any Indians hired under Excepted Service to career service if the individual had worked three continuous years and had a satisfactory record of work. LARO hired a seasonal interpreter from the CCT in FY1993, sharing the cost equally through the Job Training and Placement Act. The success of this appointment encouraged the park to pursue a similar agreement the following year with the STI. In 1995, Superintendent Tays tried to fill the vacant Chief of Interpretation position with a highly qualified woman who was a CCT tribal member; he was disappointed, but not surprised, when she accepted a much better offer from the private sector. Late in 1997, LARO developed additional strategies to increase the diversity of its seasonal workforce, based on a full range of demographic variables. The park planned to use the Veteran's Readjustment Appointment Authority and Contiguous Area Appointment Authority to supplement established Park Service hiring practices. In June 2000, LARO hired Frank Andrews as the Team Leader for Planning and Resource Management. Andrews, a Colville tribal member, had worked for the BIA as an environmental protection specialist in Washington, Oregon, and Alaska. He became the first local tribal member to hold a management level position at LARO.[39]

VIPs, SCA, and YCC

The National Park Service uses several programs to provide supplemental labor at park units nationwide. One of the most popular is the Volunteers in Parks (VIP), established in 1970. Although the intent of the program was to augment the services normally provided, VIPs frequently perform ordinary Park Service duties, especially in interpretation. Such volunteers help the agency deal with inadequate budgets and staffing. LARO had a VIP program at least by 1972, when volunteers led campfire programs and helped run the information desk. The program has grown over the years, benefiting the park in many ways. During 1981, volunteers worked nearly 1,400 hours for a total park expenditure of not quite $700, or less than fifty cents per hour, "a genuine deal for us and a good experience for the volunteer."[40] By 1982, VIPs worked as campground hosts in addition to interpretation. The park estimated that the twenty-nine volunteers in 1985 donated nearly $35,000 worth of labor.[41]

The Student Conservation Program (later Student Conservation Association, or SCA) was established in 1957 to help supplement staff in National Park units and other federal lands. With just a couple of pilot projects initially, the program expanded to fourteen parks by 1969. LARO had a student volunteer by 1990 who worked in the interpretation program at Fort Spokane. In subsequent years, SCA volunteers have worked also in resource management.[42]

The SCA served as a model for the Youth Conservation Corps (YCC), a program for teenagers. LARO hosted its first YCC camp in 1977 and the program, while small, has continued every year since. That first year, ten enrollees and three supervisors rebuilt the Lava Bluff Trail, built and cleared fire trails, repaired fencing, worked on timber stand improvement, and helped control noxious weeds. The group also constructed a short-lived, tent-frame YCC camp at Coulee Dam. The program expanded to twenty-four enrollees the following year and was complemented with a non-resident Young Adult Conservation Corps (YACC), with ten workers. Over the years, YCC and YACC crews have worked on a wide variety of maintenance projects that the regular park workforce would have been unable to complete. Project costs were split evenly between regional energy accounts and LARO. As Park Service funding dwindled during the 1980s, LARO dropped the YACC program in FY1982 and cut back on the YCC in 1985, dropping to between seven and ten enrollees per year. The park added a Native Youth Corps, sponsored by the STI, for 1994; the eight participants worked with the YCC group, concentrating on maintenance projects in the Fort Spokane District.[43]

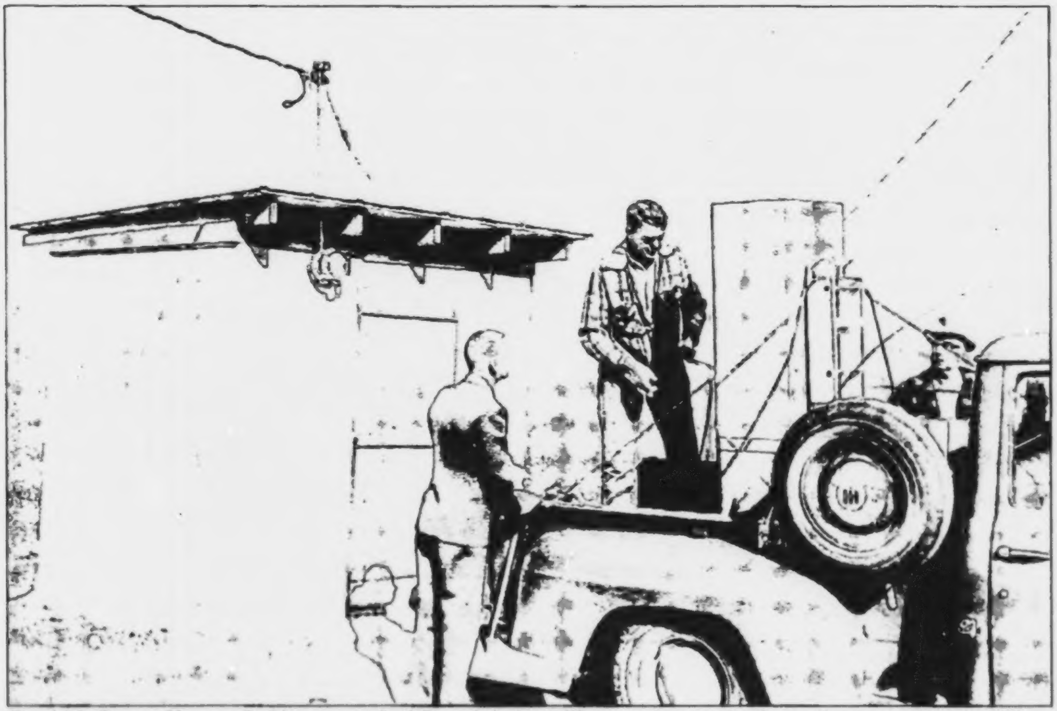
Radio Communications

Communication has presented a challenge to Park Service staff at Lake Roosevelt since the beginning. Many of the problems stem from the physical nature of the park, a narrow band of land and water stretching more than 150 miles, bounded by hills and mountains. Inadequate budgets also contributed to communication difficulties in this remote area.

In 1947, Reclamation helped the Park Service install a radio antenna, with two more added the following year. Park Service staff initially maintained a radio room in the Federal Guard building in Coulee Dam but later moved the base station to the North Marina. The equipment was old, however, and in 1950, Superintendent Claude Greider reported that the results remained unsatisfactory after three years of trying to make the outdated equipment work. He decided not to spend any more money or time at that point, preferring to wait for an improved system. That may not have come until 1962 when Superintendent Homer Robinson reported that the park had received $234,298 for a complete communications system. It was to include three base stations, twelve mobile radios, and five portable stations. He believed that coverage should be complete, improving both operations and administration for LARO.[44]

That system was deemed inadequate nearly ten years later due to increasing interference with the radio signal. At that time, Reclamation took care of maintaining the system but did no preventative maintenance. The regional office approved a Project Construction Proposal for a high-band radio system for the entire park in February 1971. Over the next year and a half, representatives from both the Western Service Center and the DSC came to LARO to analyze the park's needs. They recommended a new system with a repeater on Monumental Mountain, southwest of Colville, and a second one in the hills above Jones Bay. Superintendent Burgen submitted justification for the new system in October 1973, saying that the radios were needed to cover the NRA because only five of the twenty-five developed sites had a telephone. Repairs on the radio system in the last fifteen months had cost close to $2,000, causing a great deal of down time. In addition, interference during the critical summer months came from as far away as Arkansas. Don Everts remembered one time when he had tried for half an hour without success to reach Kettle Falls from the south end of the lake. Finally a person who was hearing both sides broke in to ask Don if he needed help in relaying the message. It turned out to be the regional office in Santa Fe, New Mexico.[45]

One of the main improvements in the radio system in the 1970s was the addition of a repeater station within the park boundaries. Because the Park Service lacked the authority to purchase any land, Superintendent Burgen turned to the Mount Rainier Natural History Association for help. In 1974, the Association paid $330 for one-quarter acre of land on the plateau above Keller Ferry and donated it to Reclamation, who then put it under the administration of the Park Service. LARO staff constructed a concrete block building and erected a 160-foot radio tower that year. Reclamation's repeater on



Paul McCrary, Homer Robinson, and Al Drysdale installing equipment in the radio transmitter building, March 1961. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

Monumental Mountain was "in various stages of obsolescence" at this time, and it asked permission to make a couple of additions to the new Park Service repeater to allow the agencies to share frequencies. Burgen turned down the request, however, saying that the Park Service needed to be able to control confidentiality in its transmissions, a special concern of law enforcement. He offered to occasionally loan portable units to Reclamation instead. Installation of the new radio system, including new base stations and mobile units, continued at least into mid-1975. At the turn of the new century, LARO still maintains a repeater on Monumental Mountain. The other repeater has been moved from Creston Butte to Johnny George Mountain on the Colville Reservation.[46]

The most recent significant change in the radio system at Lake Roosevelt has been the mandated reduction in bandwidth in all federal VHF radio channels to be completed by 2005. By the summer of 1998, however, all radio equipment at LARO was still the old wideband type and included three fixed-base stations, one mobile base station, nineteen remote-controlled units, one bay-communication console, one commercially powered repeater, three solar-powered repeaters, eight marine radios, forty-five mobile radios, and seventy portables. At that time, LARO staff was interested in cellular phones as possible replacements for the radio system, since close to 75 percent of the park could be reached with cellular service. The park had six cellular phones in 1998 and anticipated increased use in the future.[47]

Staff at LARO have used radios for many purposes over the years. In 1998, there were forty full-time equivalents, twenty seasonals, and ten volunteers who needed radios, with the heaviest use occurring from May through September. First priority was law enforcement, followed by fire protection, maintenance, natural resources, and administration. Law enforcement personnel at Lake Roosevelt needed to communicate not only with each other but also with other law enforcement agencies outside the park. LARO approached the Stevens County Sheriff in 1975 to arrange for direct communication from the park to both the Sheriff and State Patrol. Since the Park Service planned to purchase units for some vehicles that year, LARO hoped to buy ones that would be compatible with nearby agencies. LARO continued to establish cooperative relationships with local agencies during the 1980s, including the Stevens County Department of Emergency Services in 1984, Lincoln County Fire Protection District #7 in 1987, and Stevens County Fire Radio System in 1989. When Reclamation eliminated its dispatch services, on which the Park Service had depended, LARO contracted in 1996 with Lincoln and Stevens counties to take over dispatch full-time.[48]

Computers and Electronic Mail

The advent of computers and electronic mail, or email, changed communications at LARO. Email now supplements telephone communication, enabling staff to send and receive written messages at their convenience. In addition, email within the National Park System has altered communications among parks and regional offices, frequently replacing traditional written communications sent through the postal system.

LARO purchased its first computer, a Datapoint 1800, in 1982. Employees soon developed programs for use within the park. The system expanded rapidly two years later with the addition of a Wang word processing system with terminals in maintenance, administration, and the office of the Superintendent's secretary. The used equipment was acquired from the regional office, saving close to $25,000. The original Datapoint computer enabled LARO to transmit the payroll to the regional office electronically by 1984. The park developed a five-year computer plan that year.[49]

Computers, designed to save time with work, actually led to a backlog of work in 1988. By that year, nearly every office in the park had a work station, and employees all wanted to learn to use the new technology. The administrative staff had gained expertise on computers, mostly outside normal working hours, teaching themselves and others. "We crossed our fingers and forged ahead as a team," wrote Superintendent Kuiper, "sharing knowledge and learning as we progressed." The administrative personnel then spent extra time tutoring other staff, leaving lower priority tasks undone. This caused a backlog of work by the end of the year that the park realized would take considerable time to clear up. Still, they had seven new work stations up and running that year, "thanks to this pioneering spirit!" LARO hired its first computer specialist in April 1991.[50]

Electronic communications within and among offices became available in the late 1980s and 1990s. The Park Service installed SEADOG nodes in three districts in 1989 but still had no way to share data between offices. Instead, staff carried diskettes among the twelve work stations at Headquarters, a method they found "annoying, but tolerable."[51] LARO installed a Local Area Network at Headquarters in 1992 and followed with one in the North District in 1994-1995 and one in the South District in 1996. Electronic mail became available in 1992 at LARO Headquarters and the District offices. A router installed two years later allowed the park to link up with the Department of the Interior network. The router also improved the speed and efficiency of electronic mail between LARO and the Seattle Support Office and enhanced utilization of the budget programs, Federal Financial System and the Federal Pay Pers System. In addition to adding new capabilities to the computer system, LARO upgraded individual computers so that nearly all of the older 286 models had been eliminated by 1995. The park also moved to change all of the technology to work in the Windows-based system, training some of the staff in this program in 1996.[52]

Signs

Unlike many other National Park units, there is no main entrance to LARO. Park Service lands there are confined to a narrow strip on either side of the river, extending roughly 150 miles upriver from Grand Coulee Dam. Visitors reach campgrounds and boat launches on multiple access roads from nearby state highways and county roads. This configuration has made signs particularly important at LARO. The park began working with the Washington Department of Highways in 1974 to erect brown-and-white highway signs to direct tourists to Park Service areas from state highways; installation of these signs was completed the following year, but two years later the state installed another fifty directional signs. Superintendent Gary Kuiper asked for a waiver of rules for highway signs in 1985 to allow listing the full name of the NRA on the Spring Canyon sign, the first one seen by north-bound tourists. He believed this was important because it would alert visitors to the change from Banks Lake, administered under State Parks regulations, to Lake Roosevelt, administered under Park Service regulations.[53]

Initially, all signs within LARO boundaries were traditional wooden ones with routed and/or painted lettering. The park had a sign committee at least by the mid-1960s that inspected all park signs in May. They ensured that the sign was still needed, provided adequate information, and retained an attractive appearance. Any that were deemed unnecessary were removed. Maintenance and repairs were done during the winter months to be ready for the summer season. New signs had to be approved by the committee.[54]

LARO began to switch to metal signs with standardized Park Service symbols in the 1970s at the instigation of Maintenance Supervisor Bill Schieber. The committee completed a Sign Survey and Inventory of existing signs in 1972-1973 and then ordered new signs, made by Federal Prison Industries, through the regional office. Installation of the metal signs did not begin until the spring of 1975, so the park continued to use and maintain wooden signs. In 1976, Superintendent William Burgen complained about excessive delays on sign orders placed through the regional office. When LARO installed new fish cleaning stations that year, the park decided to make routed wooden

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
COULEE DAM
NATIONAL
RECREATION AREA
HEADQUARTERS

Al Drysdale and James Todd installing new headquarters sign, February 1959. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

signs instead of waiting at least five or six months for a sign request to be filled. Burgen noted that if they had sent in a request, they would not have received the signs for the summer season and, moreover, they probably would not have received them in time for the following season. LARO was still waiting for approximately two hundred metal signs in 1977, but it had decided to keep the wooden signs in historic areas to help maintain integrity.[55]

There were no major changes to the LARO sign program until the mid-1980s when the park's Maintenance Division photographed and categorized all park signs and entered the information into a computer. LARO approved a Sign Plan in March 1990 to codify the park's approach to signage. It emphasized the need to give entrance signs a friendly, instead of authoritative, tone to welcome visitors. In addition, the plan stressed the need to present a distinct visual image for the NRA within the overall Park Service identity.[56]

Fluctuating Lake Levels

When Grand Coulee Dam created Lake Roosevelt, the United States signed a treaty with Canada confirming that the level of Lake Roosevelt would never rise above the elevation

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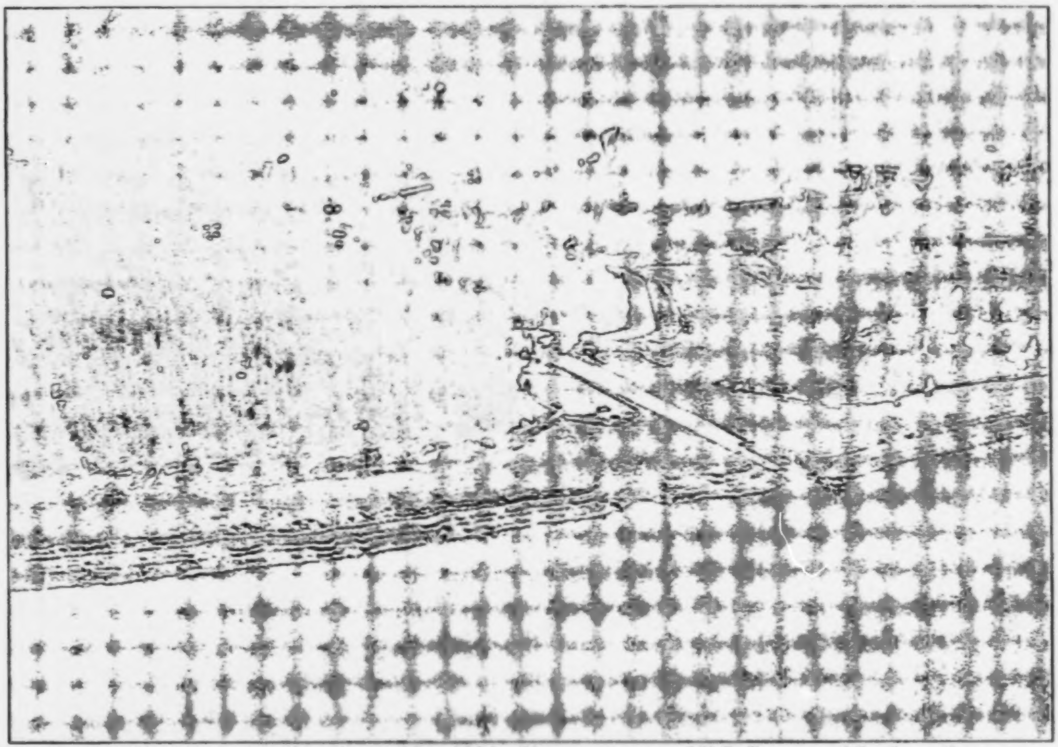
of 1,290 feet. Each year, however, the lake level drops well below full pool, principally during winter and spring drawdowns. This fluctuation in the lake level has presented significant challenges to LARO staff over the years, particularly since the 1980s when drawdowns sometimes have occurred during the summer season. Fluctuating lake levels affect recreation, industry, water quality, aquatic ecology, shoreline erosion, cultural resources, and water supplies.

Many competing interests are factors in determining the reservoir's water level. These include power generation, irrigation, flood control, and, more recently, recreation, fish, and wildlife. In 1948, after extensive regional flooding, the official purposes of Grand Coulee Dam expanded to include flood control. This enabled water managers to draw the lake level down in anticipation of flooding; until the 1960s, however, only the upper thirty feet could be used for this purpose. Reclamation prefers to keep the reservoir full to maximize power production and irrigation potential. The filling and release of Lake Roosevelt is controlled by the Bureau of Reclamation (irrigation), the Corps of Engineers (flood control), the Bonneville Power Administration (power generation), and several other interests (fisheries mitigation). These agencies base decisions on the various authorized uses of the reservoir, annual weather conditions, and thermal plant operations. The National Park Service has no decision-making power over the level of Lake Roosevelt. LARO prefers an elevation of 1,288 feet during the recreation season because this slight drawdown from full pool leaves a small band for retaining stranded debris on shore. It also makes it easier to beach boats and reach the shore from the water.[57]

Current firm constraints on the level of Lake Roosevelt stipulate certain conditions. First, the lake's maximum level is always 1,290 feet, while the minimum level is 1,208 feet except under exceptional circumstances. Second, the maximum draft in twenty-four hours is 1.5 feet to reduce landslide potential. Third, the minimum pool elevation by May 31 is 1,240 feet to provide safe and efficient irrigation pumping to Banks Lake. The Corps and Reclamation signed formal flood-control rule curves in 1978 as part of the Columbia River Treaty. These are used in determining the lake level to store water to meet power generation demands; prevent downstream flooding; and protect anadromous fish by limiting downstream spills that raise nitrogen levels in the water and lead to gas-bubble disease. Increased flows are required April 15 to June 15 for smolt out-migration (this is known as the water budget), which can delay filling the lake until late June or early July.[58]

During the 1940s, when the Problem No. 26 committee was putting together the preliminary plans for recreation on the new reservoir, the various agencies were confident that the reservoir would consistently be at full pool, 1,290 feet, from June to October of each year. All special use permits included a clause stating that the water level of Lake Roosevelt could fluctuate a maximum of eighty feet. The winter drawdown was expected to be to 1,240 feet, perhaps occasionally down as low as 1,210 feet. In fact, from 1941-1951 the drawdown did not exceed thirty feet, and from 1952-1965 it stayed close to forty feet each winter.[59]



Kettle Falls Marina during drawdown, May 1983. Photo courtesy of U.S. Bureau of Reclamation, Grand Coulee (USBR Archives P222 117 61732, 5-11-83).

In 1950 and 1951, the Roosevelt Lake Log Owners Association complained to politicians and agencies about the difficulties that fluctuating lake levels caused its members. The thirteen firms depending on Lake Roosevelt for log storage and transportation employed over two thousand workers. The drawdowns, which the association believed were due to "experimental" flood control, affected the Kettle Falls water supply, the few LARO beaches that had been established, log dumping sites, transportation and storage facilities, fire protection, transportation of logs on the lake, and docking facilities. The association reported that 70 percent of all operations on the lake required an elevation of 1,274 feet or higher. It was agreed that either the Park Service (on weekdays) or the Corps of Engineers (on weekends) would notify the association of any anticipated drawdowns that might seriously affect their operations.[60]

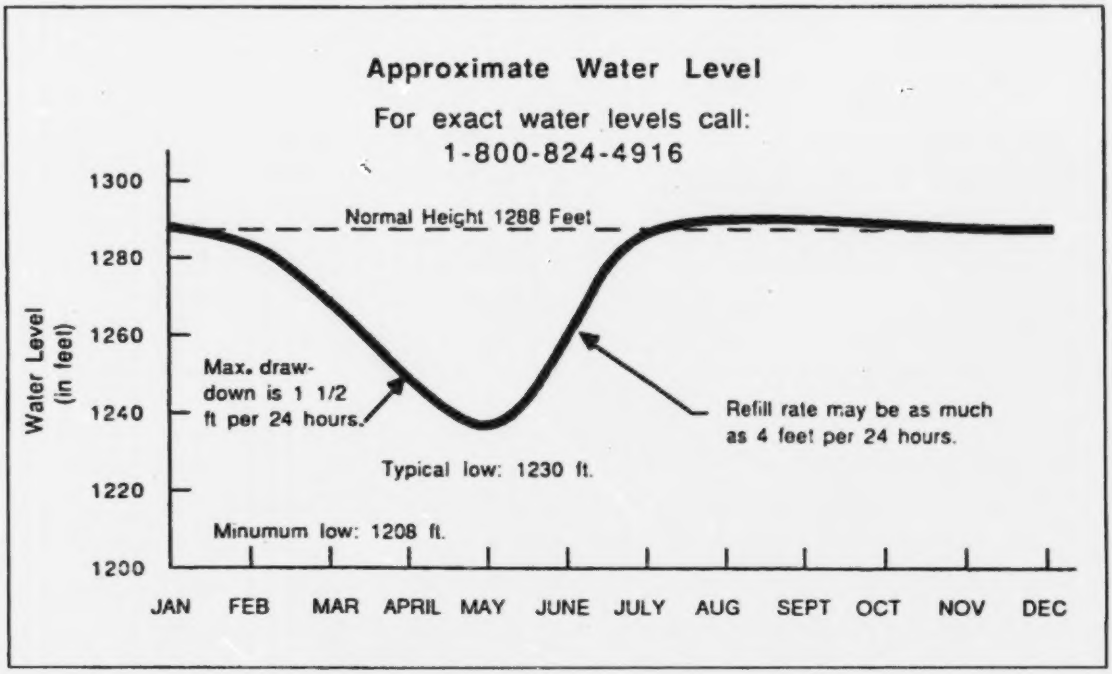
Under the terms of the Columbia River Treaty signed in 1961, Canada agreed to provide reservoir storage in exchange for a share of the resulting power benefits at the eleven downstream U.S. power-generating plants. The U.S. also agreed to pay Canada for water storage that helped with flood control in the United States. Canada then built three storage dams and reservoirs to hold flooding spring waters for gradual release later in the year. The new upstream reservoirs were expected to reduce the need for seasonal drawdowns at Lake Roosevelt, but this did not materialize because of the construction of the third powerhouse at Grand Coulee Dam that began in the 1960s.[61]

The third powerhouse affected the elevation of Lake Roosevelt on both a temporary and long-term basis. During the construction of the new plant, Reclamation drew the level of Lake Roosevelt down 130 feet in 1969 and 133 feet in 1974 to allow for dry excavations. Crowds came to view the re-emerged Kettle Falls each time. Since completion of the third powerhouse, Grand Coulee Dam has been used to cover peak loads rather than base loads. This "peaking" caused the reservoir levels to fluctuate more than in previous years. The normal maximum fluctuation in water level each year is now eighty-two feet, although the average is lower. In a typical year, the reservoir is drawn down from January through June in preparation for spring runoff and peak seasonal power demand. It reaches its lowest level during April, and it is generally at full pool between July and December. The Kettle Falls Chamber of Commerce initiated a campaign in the 1960s to maintain high summer lake levels on behalf of recreation on Lake Roosevelt, but this was a losing battle. The drawdowns met complex needs throughout the Columbia River Basin, making their modification unlikely to meet the recreational requirements of one reservoir in the system.[63]

> **Annual drawdown of the lake from October through April leaves a wide desolated band of discolored rock between the shoreline plant communities and low water. An average draft of 40 to 60 feet exposes either vast expanses of sand or steeply eroding banks at most development sites.**
>
> **– NPS, *A Master Plan for Coulee Dam National Recreation Area,* 1968**[62]

LARO's original recreation facilities were not designed for the large drawdowns that began in the late 1960s. By 1971, however, LARO staff had modified management objectives to include the goal of making launch ramps and docks at selected sites useable during drawdowns of up to fifty feet below full pool. Park staff regularly submitted Project Construction Proposals for extending or building new launch ramps that would be useable at lower elevations. Two new low-water ramps were built in 1974, but few others were funded in the 1970s. LARO staff planned that eventually all the docks would be floating. Until then, drawdowns of just three feet had serious negative impacts on recreation. In 1975, for example, only the floating docks at Spring Canyon were useable between 1,285.5 and 1,288 feet. At that elevation, only four launch ramps were functional, many swim areas could not be used, and none of the fuel docks could be reached by boat. After a public meeting in 1976, Reclamation and the Park Service worked together on a plan to build additional boat ramps and floating gas facilities at various places within LARO.[64]

In the mid-1980s, most of LARO's facilities still had not been adapted to lower summer lake levels. At 1,270 feet, about half the launch ramps were not operational. Below about 1,235 feet, no ramps were useable and most water recreation stopped. Designated swim beaches could not be easily used, and some became dangerous. Some campground water systems were left high and dry, and boat-in campgrounds became unusable. Courtesy docks were stranded on dry land at elevations below 1,280 feet, and many boat harbors could not be reached. Log booms for swim beaches, mooring buoys, and



Typical water levels of Lake Roosevelt over the course of an average year in the 1990s. (Franklin D. Roosevelt Lake, Southern Part, map prepared by Northwest Map Service, Spokane, 1996.)

navigational aids had to be moved. Concessionaires' marinas had to be repositioned, making them inconvenient to use and operate.[65]

An unexpected drawdown during the recreation season sometimes damages boats and other facilities. Visitation drops, particularly when the media report on the drawdown, and concessionaires suffer economic hardship. This happened in the summers of 1984 and 1985. In July 1984, the lake level dropped to 1,277 feet despite continuing predictions of stable or rising lake levels. This unexpected drawdown was caused by a combination of high power demand, weekend shutdowns of Hanford Nuclear Plant, and poor forecasting. In 1985, the lake was at 1,267 feet in mid-June and it did not reach a pool elevation of 1,288 feet until after September. The concessionaires at Kettle Falls and Keller Ferry were severely impacted, suffering both damaged boats and lowered visitation.[66]

LARO tried to deal with the 1984 and 1985 extreme drawdowns in several ways. Park Service staff established a toll-free telephone number that provided daily lake levels and predictions. They also produced a video with Reclamation illustrating how lake fluctuations impair their ability to serve the public; this led to meetings with BPA in 1986 and the start of an information project. Maintenance staff did extensive work parkwide in 1985 to keep facilities operational, moving swimming areas, adding protective log booms, relocating courtesy docks, installing additional steps and ramps, and moving buoys. LARO also installed elevation markers at various locations around the lake to aid boaters.[67]

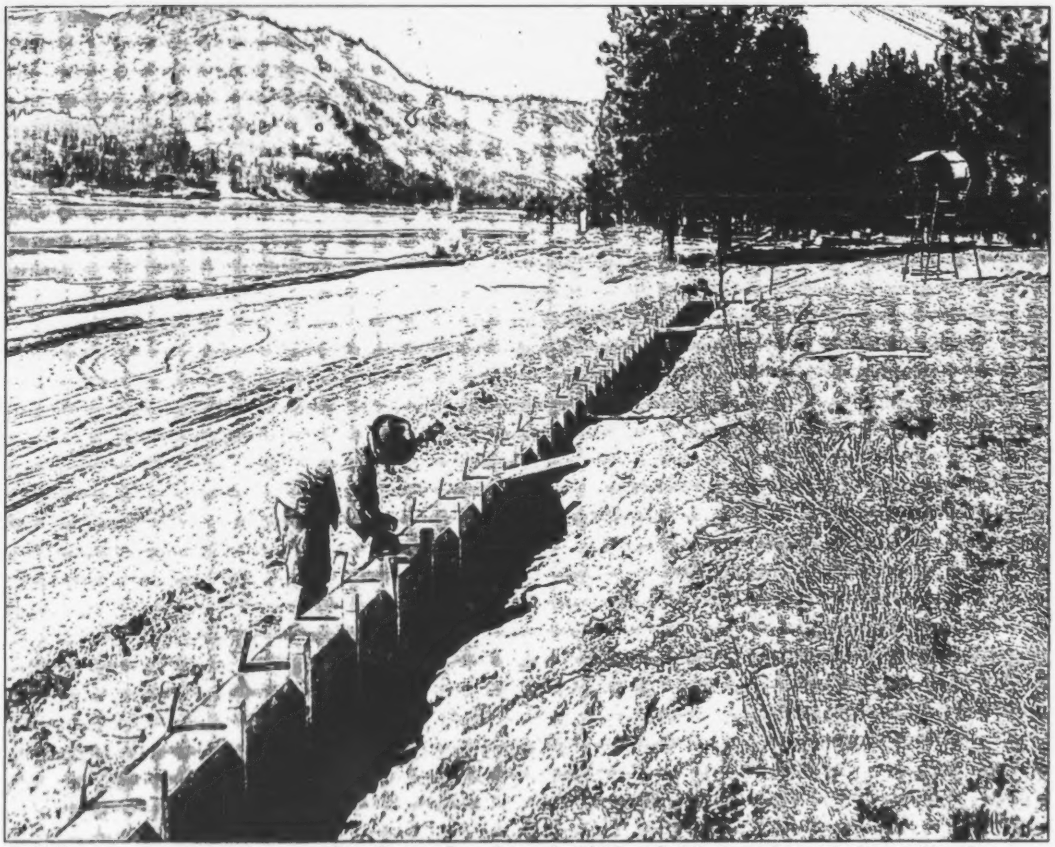
Reclamation made some changes in the early 1990s that somewhat improved the fluctuating lake level situation on Lake Roosevelt. In 1990, a new minimum-lake-level limit of 1,220 feet replaced the earlier limit of 1,208 feet, effective except in critical flood-control situations. In addition, Reclamation instituted a costly hard constraint of 1,285 feet by July 1. The agency followed this in 1991 by listing recreation as an "A" priority for the first time ever.[68]

In 1986, the DSC did a full engineering and cost study of the extensive modifications required to make LARO's facilities at twenty-eight developed areas usable by the public at elevations down to 1,270 feet. The DSC found items most affected by the new design level were swim areas and marine access to developed areas. The one-time retrofitting and redesign cost was estimated to be approximately $1.3 million, primarily for labor and materials for new boom floats, extended launch ramps, and revised anchorages. In addition, annual maintenance costs would increase. LARO Assistant Superintendent Kelly Cash put together a project proposal for congressional funding. Then, because BPA was identified as the agency responsible for the drawdowns necessitating the retrofit, the BPA congressional liaison in Washington, D.C., took the proposal to Rep. Tom Foley and others. The resulting funding helped widen and extend seven launch ramps (generally down to 1,267 feet), and built six new ramps in 1993. By 1997, all LARO launch ramps were useable down to 1,282 feet, and some went as low as 1,229 feet.[69]

One of the causes of low summer elevations since 1984 has been the use of water from Lake Roosevelt to help flush anadromous smolt (salmon and steelhead) toward the Pacific Ocean. Starting in 1984, three million acre-feet of Lake Roosevelt water was dedicated annually for spring and early summer salmon flushes. Following the passage of the Endangered Species Act and the 1993 inclusion of Snake River chinook, sockeye, and coho salmon on the endangered species list, an additional 3.5 million acre-feet was dedicated to the flushing project. In July 1994, a drawdown to help anadromous fish caused the lake level to drop below 1,274 feet through early August. As a result, the concessionaire's marina at Kettle Falls had to move its rental docks out of the harbor for the first time during the visitor use season. In 1995, a Biological Opinion allowed as much as ten feet of water to be drafted from Lake Roosevelt, generally in August, to augment flows for downstream fisheries. LARO's 1998 draft GMP noted, "Recreation and fisheries within the national recreation area will continue to be a secondary consideration for the overall operation of the reservoir."[70]

Landslides

Landslides along the shores of Lake Roosevelt were a major problem in the early years of the reservoir when the rising waters caused hillsides to slump. Lake drawdowns continue to cause landslides because the steep, saturated banks become unstable when support from the water in the lake is removed. Waves from boat wakes or high winds also cause



Building a concrete retaining wall at Evans Beach, early 1960s. Gabions and metal-sheet piling have also been used to reduce erosion at developed sites. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

shoreline erosion, and other minor factors include heavy rainfall, earthquakes, irrigation of adjoining land, freezing and thawing, building construction, and wedging action by tree roots.

Many slides occurred in the 1940s, both as the reservoir filled and after it reached high pool in mid-July of 1942. Perhaps the largest was a 1949 slide in Hawk Creek Bay that created a wave some sixty-five feet high that swept across the lake and continued more than one hundred feet up the opposite bank. All told, about five hundred slides occurred between 1941 and 1953. Sand slides along the lakeshore usually stabilized after one slippage, but slides in silt and clay slid repeatedly.[71]

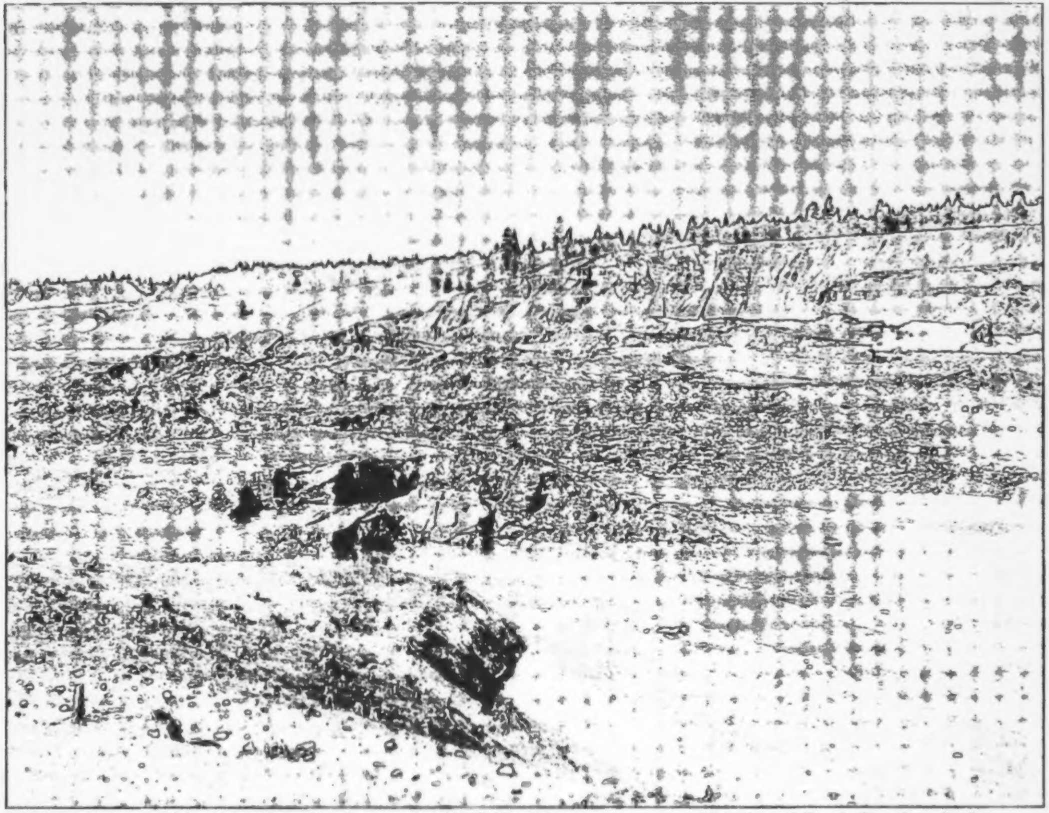
The Bureau of Reclamation has always had lead responsibility for dealing with landslides and shore erosion along Lake Roosevelt, but it is really a joint concern with the Park Service because landslides directly affect LARO operations. Reclamation policy since the 1940s has been to acquire any lands that are located within potential slide areas that have been or could be readily improved. If landowners are unwilling to sell, Reclamation seeks releases from damages due to slides. Between 1941 and 1969, some six thousand acres of slide-prone land were acquired. For land in potential slide areas within the two reservations, legislation amending the Act of June 29, 1940, allowed the federal government to take such land without challenge. The government did have to pay fair market value, however. Graves from a number of cemeteries had to be relocated in the 1940s and 1950s because they were located in critical slide areas.[72]

Construction of homes along the lakeshore in the 1960s led to higher land values. Reclamation focused on acquiring unstable areas that were most likely to be developed. During the 1970s, the CCT expressed concerns about the Reclamation program to acquire land threatened by landslide activity. They wanted any such lands that had shown no slide activity returned to the tribes. Some people believed that land had been taken under false pretexts. This remained an issue into the 1980s, but Reclamation continues to acquire land in potential slide areas.[73]

LARO's Superintendent and staff were quite involved with the landslide studies of the 1940s because identification of potential slide areas affected planning of recreational areas and issuing of special use permits. As LARO Superintendent Claude Greider commented in 1950, "It is becoming increasingly evident that geological factors are more and more important to our planning program." The Park Service solicited help from the U.S. Geological Survey (USGS) in evaluating areas proposed for major recreational development, summer homes, and industrial or agricultural uses. As a result, USGS, Reclamation, and the Park Service agreed on plans for a multi-year study, starting in 1949, conducted by Fred Jones of the USGS. LARO provided boat transportation for the project. The primary purpose was to understand slide conditions along the Upper Columbia River, but Jones also provided detailed informal reports on specific sites as requested by the Park Service. Discovery of potential slide conditions necessitated new master plans for certain areas, such as Fort Spokane. LARO began to install warning signs in 1951 to alert the public to danger from landslides and to diminish Park Service liability in case a landslide harmed a park visitor.[74]

Although landslide activity decreased after the 1950s, some large slides did occur in later years. In March 1969, a landslide dammed the Spokane River for nearly thirty-six hours. The river rose approximately thirty feet behind the 15 million cubic yards of earth before breaching the dam. This and other slides that year were associated with the extreme drawdown due to the construction of the third powerhouse. Overall slide activity increased between 1969 and 1975 and then tapered off again. LARO's 1968 master plan noted that landslides were still a major planning consideration. Erosion of the lakeshore by wave action also remained a problem at some developed areas and caused many trees to fall into the lake. Reclamation had an ongoing program to stabilize the most critical slide areas. LARO maintenance personnel began measuring all eroding shorelines in major developed areas in 1972 and installed concrete sea walls, gabion bags, or riprap to counteract the erosion process.[75]

The 1961 Jones report determined the relationship between increasing frequency and magnitude of landslides and increasing severity of reservoir drawdown. It served as a guide for later investigations along the lakeshore. Reclamation initiated annual inspections and photographs of active landslides along Lake Roosevelt in the 1960s.



Sockemtickem slide near Fort Spokane, April 1969. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

These trips often identified problem areas, such as roads that needed additional marking or berms to prevent traffic in areas with active landslides. A program of selective logging was initiated along the lakeshore to harvest timber within a short distance of the water line. Since the 1970s, Reclamation has tried to avoid creating landslides by keeping the rate of drawdowns less than 1.5 vertical feet per day.[76]

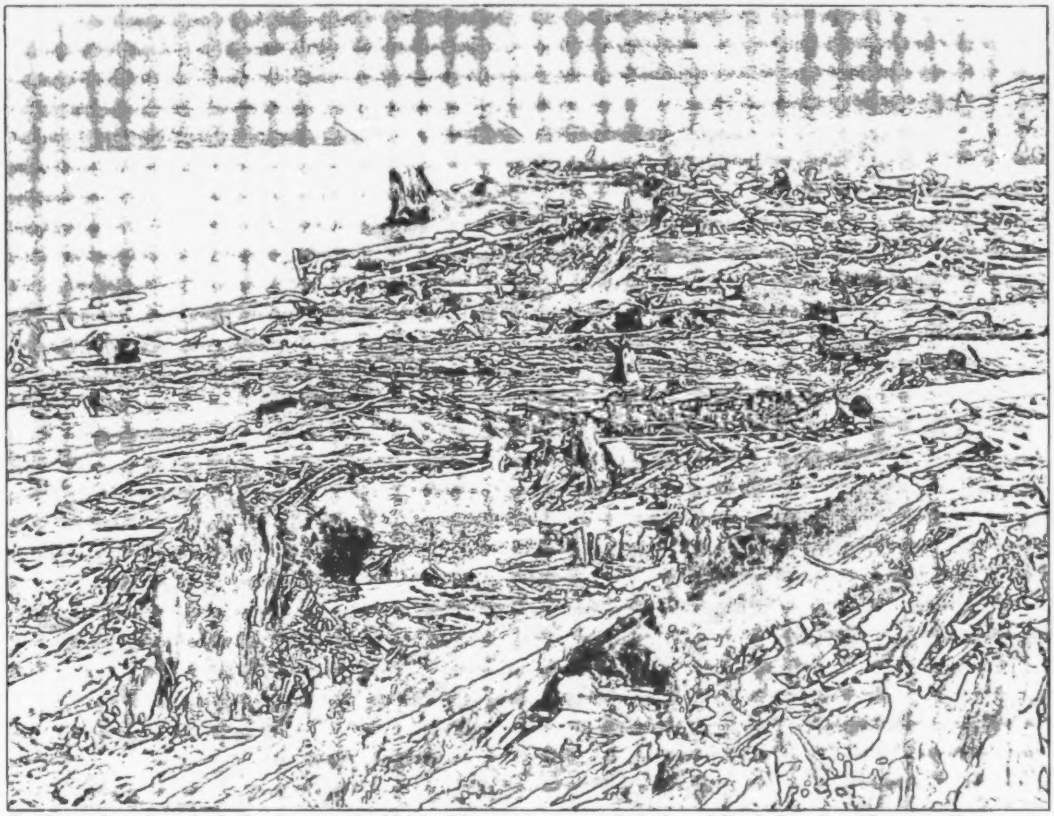
Various experts and officials spent considerable time in the late 1940s and early 1950s studying landslide potential at the landings for the Gifford-Inchelium ferry. This ferry, located 78.5 miles upstream from Grand Coulee Dam, was an important transportation link for Indians living on the reservation. Prior to any landslide assessment, the ferry owner obtained a twenty-year lease from Reclamation in 1941 to operate the ferry and build approach roads over federal land. In 1949, an examination revealed that the approach on the Gifford side (Stevens County) was in a critical slide area. Reclamation believed that the Park Service should help find a new location and that the counties should build and maintain the approach roads between the federal boundaries and the main highway. Fred Jones of USGS proposed possible replacement ferry landings 1.7 miles downstream. Feelings ran high on all sides over the location of the new landings and responsibility for construction of access roads; even the current owner remained undecided about continued operations. LARO Superintendent Greider spent a great deal of time responding to public and agency inquiries about the situation.[77]

The Park Service allowed the ferry to keep operating during the 1950 season while it worked with the operator and other agencies to find a solution. In early 1950, Greider recommended that the ferry be moved to the proposed site 1.7 miles downstream. LARO agreed to build and maintain the sections of the approach roads within the NRA boundaries. The question of who would build the roads between LARO and the main highways, however, was difficult to resolve. LARO maintained it was a county responsibility, but the two counties - and the Park Service Director – believed that Reclamation should do the work since the creation of the reservoir had caused the problem. Having reached an impasse, the Park Service canceled the ferry license at the end of 1950. As expected, county commissioners complained to their congressman about the hardships caused by the closure. Within six weeks, a compromise was reached whereby the existing Inchelium landing was retained and the Gifford landing was moved about one mile downstream to where old State Highway 22 ran into the lake. LARO built an approach road to connect the old and new highways. The ferry service became a public utility operated by the counties involved, under a lease agreement with the Park Service, and the counties assumed all liability.[78]

The seasonal Gifford-Inchelium ferry ceased operations in 1974 because the business was not profitable. As a result, people had to drive an additional one and a half hours to cross the river. The CCT asked Reclamation to operate a free ferry service at the site. As the CCT and BIA solicited Congress for funding, Reclamation provided interim emergency service with a helicopter and radio communications. The Solicitor's Office determined in 1975 that Reclamation was not responsible for the ferry. Instead, the Department of the Interior agreed to fund the ferry, with the BIA taking over operations. The first BIA ferry was a barge and tug loaned by Reclamation, but in 1981 the sixty-passenger Columbia Princess took over the service. In 1994, the CCT took over operation of the ferry from the family that had run it since 1975.[79]

Floating Debris on Lake Roosevelt

In the 1940s and 1950s, floating logs, trees, and other "woody debris" on Lake Roosevelt caused great concern to LARO and Reclamation staff. This debris was largely composed of logs, snags, and slash from logging operations, as well as uprooted trees and brush from lakeshore erosion that extended from Keller Ferry upstream. After the flood of 1948, the banks of Lake Roosevelt were lined with a band of "trash" as much as fifty feet in width. The debris piled up on beaches, while logs and "deadheads" (logs that have sunk at one end) posed a hazard to small boats and float planes. If the debris were not collected, it continued down the Columbia River and passed over a series of dams. Every year, spring high water brought more from Canada and large tributaries, and the floating debris filled the lake in a solid mass from the dam to above Spring Canyon. Debris cleanup was one of the first activities to receive funding at LARO.[80]



Driftwood on beach, Lake Roosevelt, 1956. Photo courtesy of National Park Service, Harpers Ferry Center.

During years that sawmills were booming and towing logs on the lake, stray logs were also a constant management headache. LARO Superintendent Claude Greider began to address the problem of stray logs and "deadheads" by informing logging operators on Lake Roosevelt that Reclamation would collect loose saw logs floating on the lake. In May 1948, Reclamation began removing stray logs from the lake and its shores. The Park Service regional office consulted with the Director about the possibility of LARO granting a permit to a private individual to boom and take possession of logs in consideration for his agreement to clean up the debris, but ownership questions made this impossible. The Park Service did, however, have authority to remove floating logs and debris from the lake as long as the merchantable timber was returned to the legal owners.[81]

The Roosevelt Lake Log Owners Association, formed in the early 1950s, hired a contractor to salvage loose logs. After just a short time, they terminated the Grand Coulee Navigation Company, the first contractor as well as LARO concessionaire, because of unsatisfactory work. They next hired Hal Marchant, a former LARO maintenance employee, to salvage their logs. This work, while improving the floating debris situation somewhat, did not eliminate all the trash from the lake.[82]

LARO received its first funding for debris cleanup in June 1949. The work was delayed because a sudden lowering of the lake level trapped most of the debris high on the shore. But starting in September, and continuing the following spring, LARO hired a contractor to use tugboats to move the material to the dam. Greider optimistically planned to have the lake free of debris by summer 1950, thus removing one of the barriers to increased use of the lake by boaters. In the fall, crews cleaned up the Kettle Falls developed area and boomed off the principal coves in the area to exclude driftwood. Work continued in the spring on other areas of intensive use.[83]

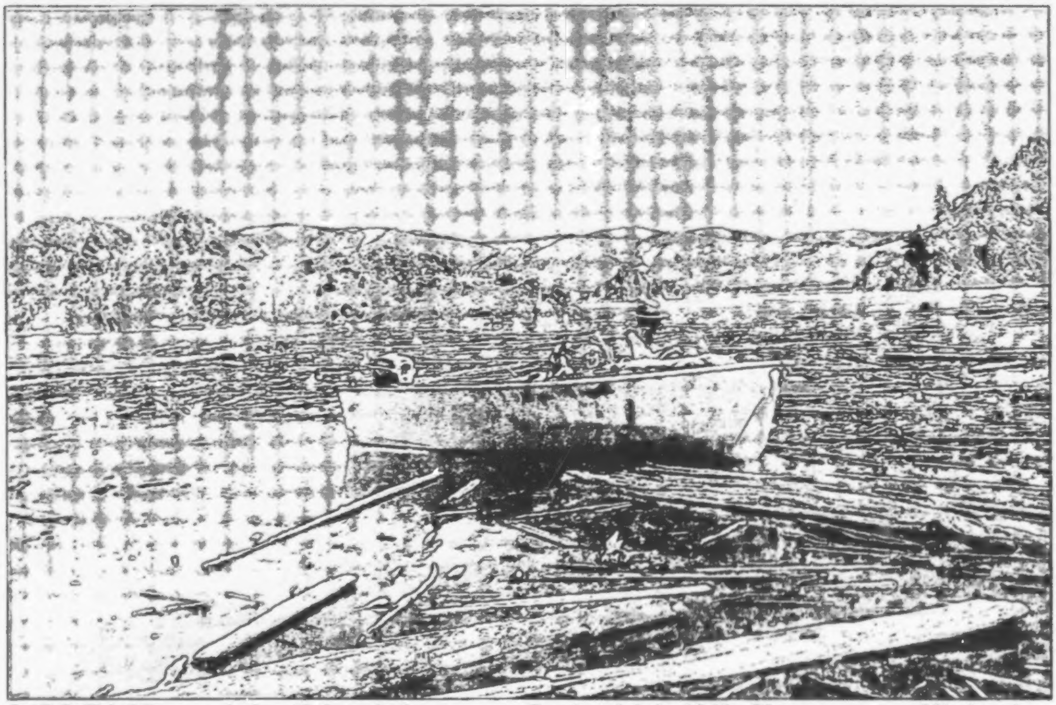
The onset of the Korean War slowed the reservoir cleanup, however. LARO had to temporarily shelve plans to install a trash boom in the Evans area to trap debris, so it did not spend all of the $28,000 that was appropriated for reservoir cleanup during FY1950. Instead, some of the money was transferred out of the cleanup fund to pay for equipment, signs, construction of the Kettle Falls ranger station, and dredging. But, the Washington Office did instruct LARO to insert $10,000 per year under cyclic maintenance in their budget request for debris cleanup.[84]

Greider strongly supported a 1951 proposal to trap debris at the upper end of Lake Roosevelt and on the major tributaries. The debris would be boomed and left on beaches during the winter; the following spring, it would be burned or pushed into the lake to be carried over the Grand Coulee Dam spillway. He felt that simply clearing the bathing beaches was not enough since remaining debris continued to pose navigation hazards. In addition, strong winds could blow debris, damaging docks and other waterfront facilities. He estimated the amount of debris already floating in the lake as enough to fill thousands of railroad flat cars. The 1951 plan would have largely eliminated the existing floating debris from Lake Roosevelt, but the Park Service would have needed to do ongoing trash removal every spring. No part of this plan was accomplished, however. Instead, the clean-up program of the 1950s consisted of simply impounding debris in booms just above the dam and periodically allowing the debris to go over the spillway. By 1960, the volume of debris on Lake Roosevelt was estimated to be three times as large as it had been in 1950.[86]

At the present time, [Lake Roosevelt] is navigable only with danger. Boats have to pick their way between the great floats of debris and it is desirable that this [cleanup] work be gotten under way as soon as funds can be made available. This is important more for the clearing of the debris so that it will not have to pass over Coulee Dam or any of the dams below, as well as from the point of view of boating on the lake, which, of course, is of secondary importance during this war period.

-- Frank A. Kittredge, Corps Chief Engineer, Region 3, 1950[85]

In 1960, the Columbia Basin Interagency Committee studied the debris cleanup problem along the entire Columbia River and set up a task force to explore solutions. As a result of the study, Reclamation, Park Service, Grant County and Chelan County Public Utility Districts, and the Army Corps of Engineers signed a cooperative

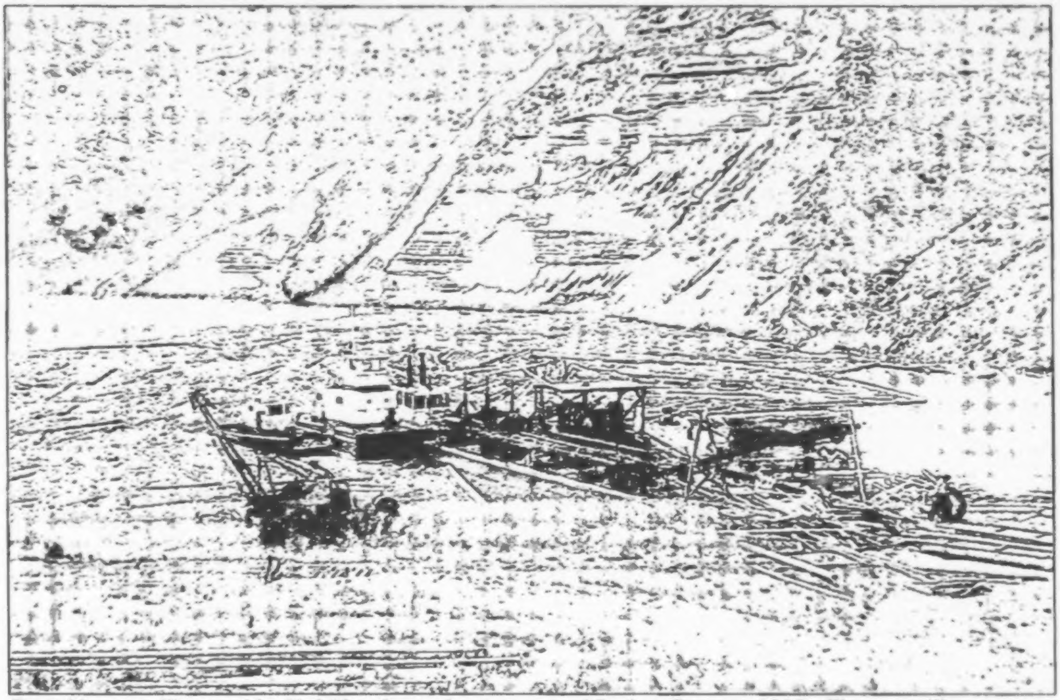


LARO Chief Ranger Arthur Holmes in boat among floating debris, 1960. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

agreement on May 26, 1961. Reclamation was to construct, operate, and maintain debris collection and disposal facilities on Lake Roosevelt, while the Park Service was to keep the shoreline free of debris, thus preventing beached debris from refloating. The five-year project was anticipated to cost $150,000 for facilities (primarily the boom at China Bar, twenty-five miles below the border) plus $50,000 per year for operation and maintenance. The costs were allocated as follows: Corps 37.5 percent, Reclamation 37.5 percent, Grant County PUD 16 percent, and Chelan County PUD 9 percent.[87]

The Park Service regional office realized that the work might require additional appropriations for LARO, so it included $25,000 for five years, starting in 1961, to cover the project. During the drawdown, LARO used four D-4 bulldozers equipped with brush blades to pile debris. Crews then gathered scattered pieces by hand and burned the piles. The Park Service also agreed to remove undermined trees along the edge of the high-water line as part of its debris removal program.[88]

The debris cleanup project was quite labor intensive. In 1962, for example, heavy spring runoff resulted in about 70 percent "re-littering" of the beaches that had been cleaned the previous year. Thirty-three miles of beaches were cleared by thirteen men working for three months. The piles of debris had to be burned and piled twice to achieve nearly complete burning. At the end of the year, there were still 200-250 acres of debris outside of booms on Lake Roosevelt. A year later, LARO estimated that 75 percent of the accumulation of debris had been disposed of, and Superintendent Homer Robinson noted that local boaters were very pleased with the results.[89]



Portable sawmill owned by Hal Marchant, downstream of Spring Canyon, 1957. The sawmill was mounted on a barge and towed to places on Lake Roosevelt where drifting logs had accumulated. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

Under the 1960s program, Reclamation installed a boom at China Bend on the upper end of the lake to catch and dispose of debris coming down the Columbia River from Canada. This was largely successful, although some debris did escape the boom and other debris floated into the reservoir from tributaries. Contractors hired by the cooperating agencies (not the Park Service) periodically collected and burned the debris from China Bend and the boom just above the dam. Later construction of dams, such as Arrow Dam, upstream in Canada reduced some of the debris coming to Lake Roosevelt from that source.[90]

The Park Service spent almost $122,000 on the lakeshore debris disposal program between 1961 and 1965, excluding capital investments. After that period, though, the work was reduced. LARO spent $14,000 on debris cleanup from 1966-1968. The next year, however, the amount of debris was much higher than usual because of the drawdowns for construction of the third powerhouse. Collection facilities at the mouth of the Kettle River were completed in 1969. A new challenge arose in the early 1970s with the passage of new national air pollution standards, and LARO realized that its annual lakeshore program of piling debris and burning the piles might have to be phased out.[91]

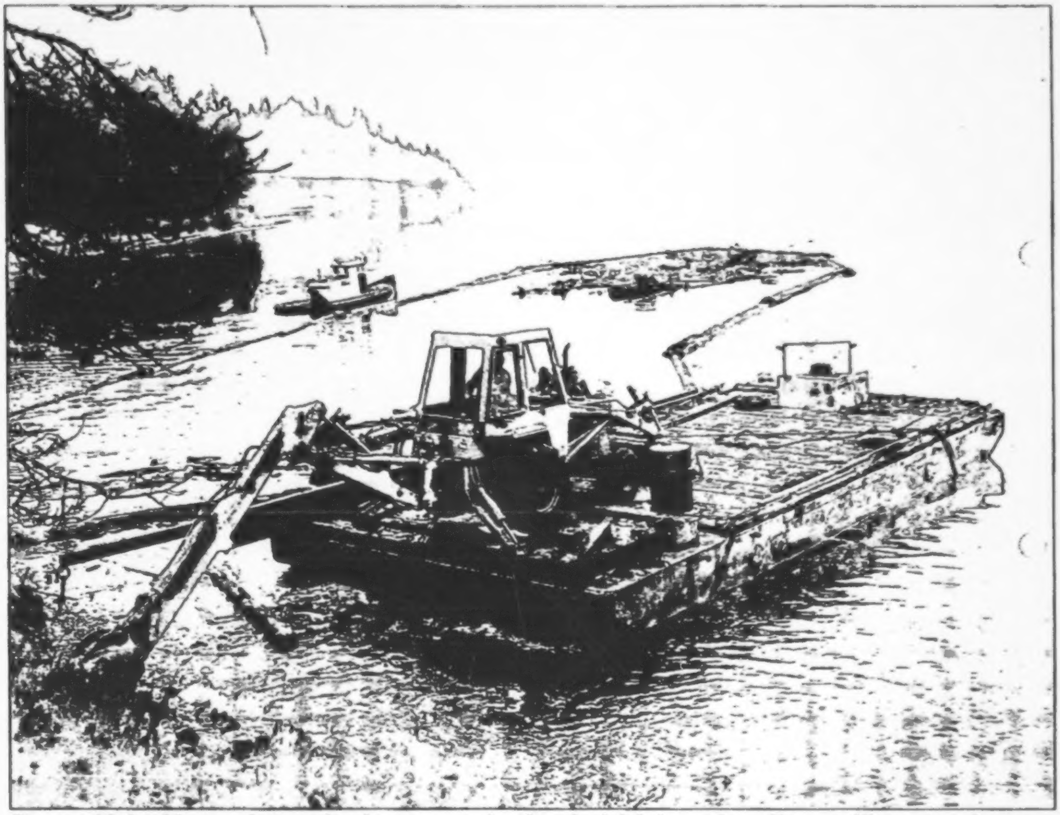
In 1972, LARO contracted for a study of potential uses for Lake Roosevelt debris. The consultants noted that most of the debris at that time originated in the United States. The boom at China Bend was not working well at all. At full pool, approximately one-third of the six million cubic feet of debris was lodged on the shore and the rest was floating. The Roosevelt Lake Log Owners' Association annually salvaged approximately 2 percent of the material as merchantable timber. The report concluded that 59 percent was suitable for manufacturing fence posts and the rest for wood chips or charcoal production. The report recommended a market survey and economic feasibility analysis.[92]

LARO did not find a market for the debris, however, and it continued to accumulate. In 1976, LARO did a one-week test project collecting, piling, and burning debris. LARO Superintendent William Burgen discounted the air pollution concern, noting that "Smoke rising from the burning debris is usually minimal and a light blue-grey in color. As there are few homes on or near the shores of Lake Roosevelt, sight pollution is not a factor to consider." New LARO Superintendent William Dunmire considered floating debris the single greatest deterrent to public recreation on the waters of Lake Roosevelt.[93]

In 1977, Reclamation agreed to take the lead in funding an "initial clearing program" of the two million or so cubic feet of beached debris along Lake Roosevelt. The agency provided a barge, forced-air burner, and hydraulic crane, along with funding of $800,000 over the next five years for the work. The Park Service provided a barge and crawler tractor, LCM (a 56-foot shallow-draft boat that could haul men and heavy machinery to remote work places), and personnel for piling debris with the tractor along the shallow beach areas. The Park Service also installed and operated a collection boom at Keller Ferry. About one mile of shoreline could be cleared per day. The debris was burned in a barge-mounted burner except for shallow beach areas, where crews set fire to the debris on the beach. Crews formed some debris into artificial reefs for fish habitat, later anchored to the lake bottom with their tops several meters below 1,290 feet. As part of the agreement, the Park Service removed trees with exposed roots on unstable banks, leaving the stumps to retain soil. Once this "initial" clean up was completed, the Park Service was to take over responsibility for future cleanup of shoreline debris along the lake. In 1984, the debris cleanup program achieved some stability when its funding was incorporated into the park base as routine maintenance.[94]

Because of concern about public reaction to the burning of woody debris, considered a potential source of energy, in 1979 LARO established a no-burn policy for Lake Roosevelt debris and began encouraging the public to collect the wood for use in private wood stoves. All large material was stacked on the beaches rather than burned. This program was most effective near the developed areas. It has since been discontinued because of concerns about people driving onto the drawdown lands to collect the wood. Reclamation continued to burn debris at China Bar, Kettle River, and Coulee Dam.[95]

In 1990, the CCT proposed a five-year shoreline improvement project that included removing lake debris from reservation lands. Reclamation agreed to provide funding. The U.S. Fish and Wildlife Service expressed concern, however, about cumulative impacts on fish habitat, particularly from loss of root wads and fallen trees. The solution was to again establish artificial reef complexes to provide mitigation for lost fish habitat. These were clusters of debris cabled together to form bundles approximately 150 feet long, 40 feet wide, and 5 to 15 feet high that were anchored underwater between 1,265 and 1,275 feet. Because of the potential hazards to boaters and swimmers, each ARC was marked by buoys.[96]



Barge with backhoe and extension boom removing beached debris, and small tug pulling sweep boom, 1976. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (file D3217 [old 1023] Report for Cleanup of 1967 Flood Debris, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO).

After the Reclamation/CCT program had been underway a few years, Reclamation agreed to consult annually with LARO for input on site selection and other aspects of the debris removal program. Until then, the park had virtually no input on the 1990s debris clean-up program except at annual meetings at which the LARO Superintendent was asked to comment on all of the tribe's plans for the coming year. Also in 1994, the Reclamation contractor who had been burning the debris and disposing of the ash in the lake learned that state air and water regulations no longer allowed this practice. In response, he began chipping the debris.[97]

LARO is not currently involved in debris clean-up on Lake Roosevelt. The joint Reclamation/CCT program is now on a smaller scale than when it started, consisting mostly of picking up debris at the 1,290-foot line. Reclamation still funds the China Bend and Kettle River debris-collection operations, and the work is done by a private contractor.[98]

Geographic Information System

Geographic Information System (GIS) technology makes possible very detailed and accurate mapping by using data from satellites. The Park Service tried the new technology about 1974 in both the Great Smokey Mountains and Yosemite. GIS spread slowly, with fewer than five National Park units using the systems by 1986. The next five years brought a rapid expansion, however, raising the total to more than ninety parks in 1991. The Cooperative Park Studies Unit at the University of Idaho undertook most of the data development for all but the three largest parks within the region, offering workshops and technical support.[99]

LARO was working with the University of Idaho by 1991 to develop a small-scale system. Superintendent Kuiper announced that the park had decided to utilize GIS on a priority need basis, targeting parts of the lake that needed immediate, detailed analysis. LARO concentrated on the Kettle River corridor in 1991 to assist in its assessment of habitat for wildlife mitigation. Under the Regional GIS Plan, approved in November 1994, a Regional GIS Coordinator would oversee development of GIS systems in all the parks. Each park, in turn, was to have its own coordinator, with larger units like LARO having a full-time, permanent position by the end of the first phase. The Coordinator would be assisted by the Regional GIS Steering Committee. The first priority was to help each park develop at least minimal GIS capability through development of primary databases to use for basic GIS applications. The Field Technical Support Center, initially at the University of Idaho, provided help mostly over the telephone or through email contact. The Regional GIS facilities helped replace those at the university, which were phased out during FY1994-1995.[100]

The Park Service was not alone in using GIS at Lake Roosevelt. Both the CCT and the STI purchased GIS technology ca. 1989 to enable them to conduct mapping within the reservoir area. Other federal and state agencies who worked on the lake also had GIS systems by 1993, and LARO worked to develop its system in coordination with the others to facilitate sharing of data. The tribes and agencies planned to use GIS primarily to inventory and monitor wildlife and vegetation, encroachments, and cultural resources. In 1994, LARO pooled funding with BPA to purchase GIS hardware and software. In addition, BPA provided money for a GIS Specialist position to support BPA-funded projects at Lake Roosevelt; the agency withdrew this funding in 1995. Loss of this position slowed down the GIS program at LARO. The park received some funding in FY1996 to help support an ongoing Reclamation project to digitize all the topographical maps for Lake Roosevelt, with data to be available for mapping archaeological and burial sites. LARO submitted a Project Proposal in September 1997 for funding to develop a predictive model for archaeological sites based on the geomorphologic position of known sites, using information from more than three hundred recorded sites. A second project was designed to map features of cultural sites on digitized campground facility maps to assist in future compliance projects.[101]

NRA Name Change

The move to change the name of Coulee Dam NRA was under way by 1968. Chief Ranger Charles Woodbury complained about the confusion among tourists over a name shared by the recreation area, dam, and town. Although he thought that a change in brochure design might help, he believed that the best solution was a change in name. The regional office, however, turned down the request, noting that the reasons were not "sufficiently compelling to justify the name change."[102] Woodbury's suggestion was echoed later by two separate university studies of the park. Among their many conclusions were the recommendations that the NRA be renamed. One suggested Roosevelt Lake NRA while the other liked Upper Columbia NRA. Superintendent David Richie agreed with the need to change the name, saying that people, including local residents, saw the name "Coulee Dam" as referring only to the area immediately around the dam. He suggested either Roosevelt Lake or Lake Roosevelt NRA but worried that these might encounter political problems with the Republican administration. He offered Columbia or Upper Columbia NRA as alternatives.[103]

Nothing further was done to change the name until the late 1980s, when those supporting a change included not only LARO staff but also local civic groups and regional counties. By then, they recognized the problem of tourists who drove all the way to the Coulee Dam only to find that their campground was one hundred miles upriver. Superintendent Kuiper convinced the Regional Director to commit in writing to renaming the park, but still the change remained elusive. Superintendent Gerald Tays took on the cause when he arrived in 1993. He worked with the Washington and regional offices as well as the local managing partners, area Chambers of Commerce, and mayors. All agreed with the change, so he submitted it to the Secretary of the Interior for approval.[104]

Vaughn Baker carried on the effort after being appointed Superintendent in 1996. In talks with the Secretary's office, Tays had already determined that the change did not require approval from either Congress or the U.S. Board of Geographic Names, as some had thought. The CCT stalled the process for a brief period by suggesting changing the name of the lake to reflect the area's Indian heritage, but the Park Service declined to be a part of such a complicated process. Baker reminded the tribes that their own concessionaire, Roosevelt Recreation Enterprises, used that name, and he told them that the Park Service just wanted to change the name of the NRA to reflect that used by the public. As objections faded, Baker approached the Regional Director and suggested that they just go ahead with the change. They had hoped to have the process completed by October 1996 to coincide with the fiftieth anniversary of the park, but instead the change did not become official until January 1, 1997. The park began using the new name before that, however, changing the brochures three years earlier and some signs by 1996.[105]

Boundary Adjustments

The initial boundaries of the area that became LARO were not drawn with recreation in mind. Instead, they encompassed the land that Reclamation deemed necessary for the protection of the Grand Coulee Dam project. Within the Indian reservations, this was a

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narrow strip of ground between the high-water level of 1,290 feet and an unmarked boundary twenty feet higher in elevation. The boundary in other areas was often more irregular, reflecting either the initial purchase of whole parcels instead of a narrow strip below the 1,310 level, or purchase of additional lands in later years. Differences in terrain provided a wider strip of land in relatively flat areas and a narrower band in steeper ones. Reclamation initially was allowed to purchase additional lands only in areas of potential landslides – not useful additions for recreational development. The Park Service, on the other hand, had no authority to buy any land, considerably reducing possibilities for expansion of the park.[106]

This lack of authority did not stop the Park Service from coveting its neighbors' lands during the initial development stage of the NRA. As soon as LARO staff had identified the areas with greatest potential for recreational development, the agency hoped to acquire land adjacent to eleven of these to protect them from encroachments. The initial request for approximately 750 acres in 1944 had more than doubled two years later with the addition of nearly 370 acres at Fort Spokane and another 60 acres proposed for donation at Spring Canyon. In addition, LARO Superintendent Greider was especially concerned about the potential for unsightly development on private land along Highway 25 between Bissell and Evans. He asked Reclamation to purchase approximately 325 acres there to protect the park from "'shacky' roadside-lakeside developments." This request was supported by the National Park Service Director's office, which appealed to the Commissioner of Reclamation in September 1947. The Park Service considered these small tracts a nuisance because "if 'improved' with hot-dog stands, gas stations, and the like," they would negate the effectiveness of the recreational development at the park.[107]

Despite the requests for land, the Regional Counsel for Reclamation determined in October 1947 that the agency had no authority to acquire the lands listed by the Park Service. The agencies nonetheless continued to pursue the issue. By early 1948, Reclamation noted that it could purchase these lands if it could justify the procurement in connection with project operations. In addition, if any of the lands were within three hundred feet of the high-water mark, there could be funds available to acquire them. Greider immediately prepared maps showing lands that fell within this limit. The Park Service's Washington Office continued its involvement since the issue extended to other reservoirs where the agency had recreational responsibilities. Conrad Wirth, then Chief of Lands, noted that there was considerable variance in how the different Reclamation Regions applied the criteria for land acquisitions, with some able to help recreational needs more than others. Persistence paid off, and Greider reported in August 1949 that Reclamation was acquiring thirteen small tracts for a total of 513 acres. Classified by Reclamation as "control areas," these were lands requested by the Park Service to protect important recreation sites as well as preserve roadside strips from "unsympathetic uses." In addition, Reclamation was trying to purchase another 966 acres of potential slide areas.[108]

This acquisition program continued into at least the 1960s as Reclamation attempted to get title to lands that were up to three hundred feet above high water, in potential slide areas, or extended to the nearest subdivision line. The agency got funding for such purchases in FY1961 and FY1962, allowing it to obtain 1,200 acres of Indian lands, about half the land it intended to acquire. These tracts cost a total of $80,000, but private lots were starting to sell for even higher prices and Reclamation worried that if it had to pay similar prices, Indians and others who had been compensated at lower rates might complain. The Park Service continued to look into ways it could acquire land on its own at LARO. Superintendent Wayne Howe suggested in 1971 that Congressional legislation to establish the NRA might provide specific authority to acquire lands. This would help the park purchase available lands to expand facilities, protect against encroachments, and improve the alignment of the boundaries. This has not happened to date.[109]

Land issues have continued to challenge LARO management. After more than a decade of trying to resolve some difficult situations with neighboring landowners, the Park Service announced a modification of its land policy in the 1998 draft GMP. LARO acknowledged that the phase-out of special use permits had created serious problems for some landowners, who had depended on permitted use of federal lands to access and utilize their property. Some wanted to continue using lands formerly under special use permit and asked for ways to obtain title to the land in question. The Park Service and Reclamation agreed that in areas where there was little recreational potential, the agencies would consider an exchange, sale, or grant of easement, on a case-by-case basis.[110]

Acquisition of Land at Spring Canyon

The Park Service began negotiating for additional land at Spring Canyon as early as 1943. The agency proposed putting a recreational area there but owned only thirty-five acres of suitable land. The large tract of land surrounding the government's holdings was owned by a group of local men who had formed the Columbia City Development Company to promote a new town on the site, designed to replace the town of Grand Coulee. They saw Park Service plans as favorable to their own since Spring Canyon would enhance their development. In July 1943, Reclamation, the Park Service, and the Development Company discussed a gift of approximately seventy acres to Reclamation to allow sufficient land for a recreation area. Because the Park Service could not assure the men of a timetable for developing facilities there, the company decided to make its gift contingent on future development by LARO. The agreement proved more challenging to work out than anticipated since the federal government was not able to accept a gift predicated on potential development. Despite this, the government signed a five-year agreement in January 1944 with Julius and Mable Johnson (principals in the company) and the Columbia City Development Company. Herbert Maier of the regional office described it as "a clever five-year-option-to-accept-a-donation – if it works out!"[111]

The five-year limit passed and the Johnsons died before LARO was able to fund any development at Spring Canyon. Johnsons' heirs, however, deeded eighty-eight acres to the U.S. in July 1952, allowing a right-of-way for a two-mile road as well as approximately sixty acres to provide enough land to develop the campground, picnic area, and swimming beach. When the Park Service announced the donation of land, it acknowledged that the gift now made it possible to ask Congress to fund the development of Spring Canyon, the most important area at the south end of the lake. Later donations allowed LARO to build a road into a boat launch area.[112]

Land Issues at St. Paul's Mission

Washington State Parks acquired St. Paul's Mission in 1951 but soon found it difficult to monitor the remote site. The Park Service began informal administration in 1973, and the following year State Parks transferred the building and 3.25 acres of land to Reclamation for administration by the Park Service as part of LARO. About the same time, the Park Service began talks with Washington Water Power Company (WWP) over a possible donation of part of the company's land next to St. Paul's Mission. After considering various ideas, the company donated between three and five acres of land to Stevens County around 1978 for the site of an historical center. The Park Service initiated discussions with WWP, starting in 1983, to see if the company would be willing to trade some of its land surrounding the mission to Reclamation. The first proposal fell through in 1984, but two years later negotiations for another exchange looked like a better possibility. By 1987, however, WWP had determined that the lands proposed for exchange were not suitable, and it withdrew its offer. The company stated that it was not interested in exchanging lands per se but was concerned with the long-term management of the property in connection with the mission. It agreed to grant a license or easement to the Park Service for an access road, satisfying the immediate needs of the NRA.[113]

Boise Cascade Mill Land Exchange

Early LARO managers had to contend with a variety of industrial and agricultural uses on federal lands, allowed first by Reclamation, the initial land manager, and later by the 1946 Tri-Party Agreement. There were four sawmills along the lakeshore by the early 1940s, but only the Boise Cascade mill at Kettle Falls remained in 1990, permitted under the only industrial special use permit at the NRA. At that time, LARO's Special Park Use Management Plan determined that such industrial operations could not be justified under the 1986 NPS-53 policies. It recommended that the log storage area in the lake be terminated immediately, with additional storage on federal lands phased out over the next ten years.[114]

Boise Cascade officials were alarmed by the proposed cancellation of their log-storage area and told the Park Service in October 1990 that they would be unable to continue operations of their plywood mill without retaining some of the federal land then in use. They proposed a land exchange to allow them to retain a minimum of 6.7 acres of land. Four of the twelve potential parcels were of interest to the Park Service; two were next to or near the NRA boundary in the Kettle River valley, while two others adjoined the Summer Island Campground. The Park Service quickly narrowed the list down to two seventy-acre pieces along the Kettle River containing good wildlife habitat and offering potential for mitigation efforts. If the exchange were to fail, the Park Service remained willing to offer Boise Cascade a long-term lease on approximately seven acres to help the company remain a viable business with an impact on close to five hundred jobs.[115]

While the parties involved favored the exchange, they soon found that they lacked legal authority to complete it. By September 1991, Reclamation learned that it was not allowed to negotiate independently with Boise Cascade. Other exchange options through the Bureau of Land Management or General Services Administration would be lengthy, so officials decided their best option was pursuit of congressional support for a special authority. Boise Cascade, the Park Service, and Reclamation discussed the issue with Senator Slade Gorton in 1991, and by late October Reclamation agreed to forward proposed legislation for his consideration.[116]

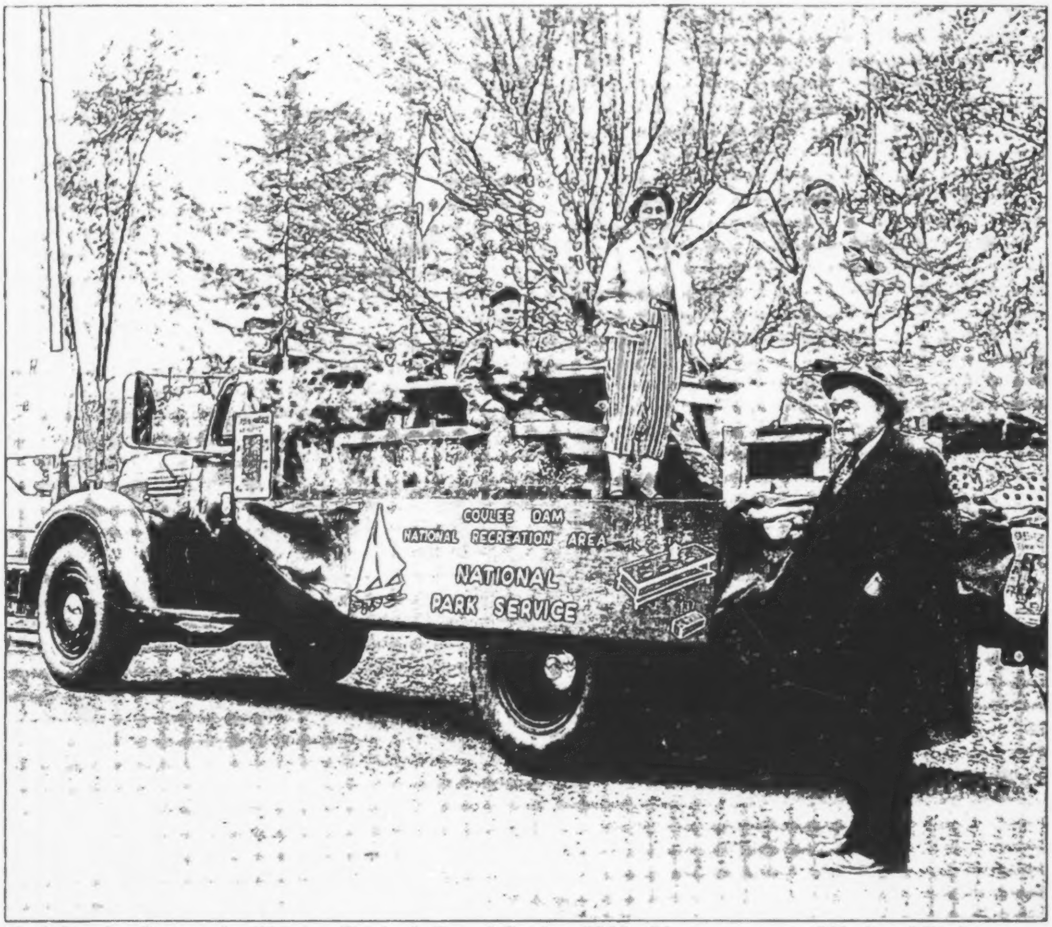
The potential exchange caught the attention of a local environmental group, Citizens for a Clean Columbia. It ran a facetious advertisement in two local papers announcing that parcels on the Lake Roosevelt shore were available for exchange with land elsewhere, at the going rate of "about ten acres to one." It claimed that environmental contamination of the land was not an obstacle to the exchange and suggested that those interested should call various Park Service employees at LARO. At least two individuals called to see about an exchange, but the Park Service quickly squelched the hoax. The man who placed the ads continued to protest the Boise Cascade exchange through more conventional means, asserting that the mill was a major source of pollution.[117]

Senators Slade Gorton and Patty Murray introduced Senate Bill 1324 in the U.S. Senate on July 30, 1993. The bill authorized the exchange of approximately 7 acres of federal land for close to 136 acres of land belonging to Boise Cascade Corporation. At a hearing on the bill in March 1994, John Keys, Pacific Northwest Regional Director for the Bureau of Reclamation, stated that the Department of the Interior would ensure that all cultural resource surveys and documentation under the National Environmental Policy Act would be completed after the bill passed Congress but prior to the actual exchange. He urged that an amendment be added to protect the government from assuming liability for any hazardous waste on either piece of land. The bill eventually passed, and the exchange was completed by late 1996.[118]

Public Relations/Community Relations

The Park Service and other agencies, including those involved with the Problem No. 26 committee, recognized by the early 1940s that an advisory committee would be helpful in recreational planning for Lake Roosevelt. As things heated up during the controversy over regulations, the Park Service resurrected the idea. National Park Service Director Drury opposed holding public hearings on the proposed rules in 1949 but favored a committee of local citizens to work with Superintendent Greider on the regulations and, as a corollary, "build support for Service objectives."[119] Regional Director Owen A. Tomlinson disagreed with the idea of an advisory group, however, since he believed that Park Service opponents would have a place on such a committee. "They would be even more difficult to deal with through such an organization," he noted.[120]

By 1952, the Park Service once again began supporting an advisory committee for LARO, similar to ones found at other NRAs like Millerton Lake. Greider agreed that a



Park Service float at the Western Festival, Grand Coulee, 1955. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

committee could be "an effective means of squashing unwarranted criticism of the Park Service," such as that leveled by the Grand Coulee Dam Yacht Club.[121] He preferred a committee of non-agency people known for honesty and integrity. In addition, he insisted that Reclamation not be allowed a voice in the selection of members and that Frank A. Banks, in particular, be disqualified from membership due to his past opposition to the Park Service over regulations. Regional Director Herbert Maier suggested that including "at least one prominent woman" might be advisable, and Greider suggested that Mrs. Frank Laughbon of Davenport was "of sufficient importance" to warrant inclusion.[122] Just as the advisory committee was nearing reality, the Park Service shelved the idea in 1953 because of additional criticism leveled against the agency over administration of the Equalizing Reservoir. It resurfaced a year later, however, when the Park Service came up with a list of recommended members. Perhaps bowing to criticism, the agency allowed the Columbia Basin Commission to appoint the first advisory committee in 1955. Superintendent Hugh Peyton reported that it was "a most valuable organization" that was providing guidance on development issues.[123]

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Public relations for LARO had improved by the mid-1950s under Superintendent Peyton, who enlisted local people to help the agency with development of minor areas. He noted in 1955 that this cooperation had improved public relations with the nearby communities and had won the approval of the visiting public. In the decades since, the Park Service has taken part in the life of surrounding towns in a variety of ways, from participating in parades and giving talks to hosting Easter egg hunts and cross-country track meets. In 1964, Chief Ranger Charles Woodbury represented the NRA as a guest caller at a square dance sponsored by the Spokane Boat Club. That same year, two other LARO rangers served as judges for the best-looking motorcycle and the best-dressed riders at the Northwest Harley Davidson dealers meet at Spring Canyon. LARO sponsored an Old Fashioned Community Christmas Celebration for several years during the 1980s, bringing in as many as six hundred visitors. Tight budgets and changing priorities brought an end to this popular event around 1988.[124]

The Park Service expanded its outreach under Director George B. Hartzog, Jr., opening offices in many urban areas to provide information and environmental education and serve as a congressional liaison. LARO opened such an office in Spokane in the early 1970s in response to plans for Expo 74, a world's fair with an environmental theme. At the time, the Park Service was considering the possibility of operating a major environmental education center at the site after the close of the fair. While this never happened, Arthur Hathaway, the interpretive specialist at the Spokane field office, was actively involved with a group that promoted the potential center. In addition, Hathaway developed environmental programs in cooperation with area colleges. He also maintained regular contacts with the Spokane representatives of Washington's congressional delegation. More routine business included answering phone calls, handing out brochures, mailing information, and selling Golden Age and Golden Eagle passes. In addition, the office served as a sales outlet for the Pacific Northwest National Parks Association, raising money for LARO and other regional parks. Although the Park Service planned to discontinue the office after the World's Fair ended, it decided to keep it running in a partnership with the U.S. Forest Service, like similar joint agency offices in Seattle and Portland. The agency closed the Spokane field office in January 1982, about the same time it terminated the Portland office.[125]

Relations with Counties and Congress

LARO has signed numerous cooperative agreements with surrounding counties over the years to cover issues like road maintenance, law enforcement, fire protection, and weed control. County governments became increasingly interested in management issues at LARO during the late 1980s when they formed a new organization, Upper Columbia River Counties (UCRC), to lobby for change. Most issues revolved around the 1990 Special Park Use Management Plan and the 1991 Concessions Management Plan, both of which limited and directed development on Lake Roosevelt. UCRC believed these limits would scare new investors away from the lake as well as devalue properties adjacent to the lake, thus reducing the tax base. Some officials also believed that the NRA negatively impacted the counties by increasing their budgets for road maintenance, law enforcement, and solid waste disposal. They resented being left out of the management

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process and asked to be included. The Park Service temporarily held back the Concessions Management Plan in 1988 to allow for additional public hearings, even though elected officials and the public had been involved from the outset. The UCRC also asked that the Multi-Party Agreement not be approved until the counties were included, but parties to the agreement did not accept this request since the counties neither owned nor managed any lands at Lake Roosevelt.[126]

During this time of uneasy Park Service-county relations, LARO and Lincoln County worked together on a new launch ramp at the end of a county road, at the site of the old Lincoln mill. The county secured a grant in 1989 from the Interagency Committee for Outdoor Recreation in Olympia for $150,000, matched by $127,000 from the county, $22,500 from LARO, with the remaining $37,000 raised from donations. The ramp opened in July 1991, filling a need expressed by many county residents. The mood soon turned sour, however, when the Park Service began charging county residents a launch fee. (Such fees had been implemented nationwide in an effort to have users pay for services.) Lincoln County commissioners believed that local residents should be able to use the ramp at no charge since the county had helped pay for its construction. The two sides finally reached agreement in 1995 when Superintendent Tays offered to allow Lincoln County residents to have free use for ten years, terminating at the end of 2005.[127]

Superintendent Gerald Tays worked on easing tensions between regional counties and the Park Service. He and Assistant Superintendent Kelly Cash recognized the potential for a confrontation along the lines of Catron County, New Mexico, where county commissioners passed ordinances designed to get local control over federal resources. The movement had spread to the Pacific Northwest and was reflected in the local counties' interest in helping manage federal resources at Lake Roosevelt. Tays negotiated a Memorandum of Understanding with the Stevens County commissioners in September 1994 as a way to improve communication on issues of mutual concern. The Park Service promised the county early notification and an opportunity for input on agency actions and land use issues that might affect county residents. In return, the county agreed to inform the Park Service and allow agency input on any county plans that might affect federal resources. Both agreed to work on resolution of policy and management differences as soon as possible. The Park Service signed a similar MOU with Lincoln County in 1995. Tays pursued agreements with the other three counties but none were signed. He noted that while the MOUs did not resolve all issues, they at least ensured communication. "That's a giant first step," he said.[128] Ironically, Tays' role as a peacemaker on the issue of the Lincoln boat ramp and with the MOUs seems to have gone unnoticed as some county officials pursued a vendetta against the Park Service in the mid-1990s, ultimately causing Tays' transfer from LARO in 1996.

On a national level, the Park Service lost both political and financial support during the 1980s. In addition, the agency found itself responding to increasing Congressional oversight and several investigations by the General Accounting Office. Members of Congress were less interested in broad agency issues than in specific management questions, however. This manifested itself locally at Lake Roosevelt through numerous inquiries directed to the park on behalf of constituents. In the first three months of 1991, LARO staff had to answer twenty-one letters to Rep. Tom Foley, twenty-one to Sen. Brock Adams, and four to Rep. Sid Morrison, all concerning issues surrounding the Special Park Use Management Plan.[129]

By 1992, Sen. Slade Gorton was voicing concerns about the recently approved Multi-Party Agreement. He believed that the agreement should include Washington State to represent "local, non-Indian populations" and give them an equal voice in management.[130] The Park Service responded that while neither the state nor the counties had any management authority on federal lands, the agency allowed them input and considered their concerns during the planning process. Furthermore, the Park Service was mandated by law to manage the NRA as a unit of the National Park System, and it could not support inclusion of the state with equal status.[131]

Gorton continued to pursue this issue, joining forces with Sen. Brock Adams. Both men sat on the Senate Appropriations Committee, which directed the Lake Roosevelt Coordinating Committee to identify and address concerns from those who were not represented on the committee. The LRCC and the Lake Roosevelt Forum then sponsored a series of regional meetings to hear concerns of local citizens. Many people addressed the clash between public and private use of federal lands, as well as opposition to federal and/or tribal management. Others identified needs such as additional funds for infrastructure, improved communication, economic impact studies, youth programs, and citizen involvement. The LRCC submitted its report to the Park Service regional office in January 1993. By September of that year, Gorton had recommended the addition of language to the FY1993 Interior Appropriations bill to make both the state and counties equal partners in managing Lake Roosevelt. In addition, he stipulated that LARO reconsider its Special Park Use Management Plan within a year. These recommendations never became law.[132]

One result of this conflict with counties and Congress was the revision of the park's General Management Plan (GMP). Although LARO was not quite due for a new GMP, the time seemed right for updating the plan because the planning effort could draw in county governments and encourage public participation. LARO staff discussed this as early as 1994, but the process was not set in motion until Vaughn Baker replaced Gerald Tays as Superintendent in 1996. In October, Baker notified county commissioners of the upcoming GMP process and explained that while the plan pertained to land and waters managed by the Park Service, the agency did not want to prepare such a document without input from counties and other interested parties. The counties did participate and much of the dissatisfaction has died away. LARO continues to deal with them on a government-to-government basis as needed.[133]

Lake Roosevelt Forum

Another group, the Lake Roosevelt Forum, eventually became an ally for LARO. The Forum formed about 1988 at a time when the Park Service was negotiating the Multi-Party Agreement and the Concessions Management Plan, as well as dealing with neighboring counties and property owners who disagreed with management decisions.

With multiple managers and users, it became clear to many people that they needed to find ways to cooperate on issues concerning the lake. The people pushing the Forum concept came from the Partnership for Rural Improvement and the Washington State University (WSU) Cooperative Extension Service. With assistance from Terry Knapton, then CCT Executive Director, and other interested parties, the Forum was refined. The Park Service has been involved closely from the start, and other members include county commissioners, tribal representatives, federal and state agency personnel, concessionaires, adjacent property owners, and user groups. The goal of the Forum was to encourage a "dialogue based on trust and respect for all views" by finding ways to protect environmental quality and enhance the quality of life in relation to both the lake and the regional economy.[134]

The Partnership and the WSU Cooperative Extension Service sponsored the first forums. Then the organization got a boost with a three-year grant of $250,000 from the Northwest Area Foundation in 1989. The funds were used to hire an executive director, pay for meeting facilities, and publish a newsletter. The Park Service contributed office space and furnishings in 1990 as part of the in-kind match for the grant. After a second grant ran out, primary funding was taken over by member organizations; both Reclamation and the Park Service contributed $10,000 in 1998. In addition to quarterly meetings, open to the public, the Forum has active committees that work on issues such as water quality. It also sponsors educational initiatives, such as the Floating Classroom and the Lake Roosevelt Water Festival. After declining in the late 1990s, the Forum has revived and continues its educational outreach.[135]

Over the years, Forum members have disagreed on the organization's role, causing occasional friction. Some county commissioners, adjacent landowners, and liaisons from WSU initially wanted the Forum to participate in the decision-making process at Lake Roosevelt, reaching consensus on management of areas within tribal and Park Service jurisdiction. At meetings, Wendell George, a CCT employee, and LARO Assistant Superintendent Cash routinely explained that the Forum could not legally make such decisions. They used such meetings to educate Forum members about management roles and jurisdictional issues at Lake Roosevelt.[136]

Cooperating Association

During the 1920s, cooperating associations formed to help individual national parks raise additional money to fund extra projects. They specialized in publication of maps and a variety of books to enrich visitors' appreciation of the park. LARO's Natural History Association formed in September 1962 to assist the park. One of its first projects was raising money to acquire a small strip of land next to one of the Park Service houses in Coulee Dam, enabling better access to the property; the Association then donated the land to the government. It began publication of a free park newspaper, the *Lake Roosevelt Mirror,* in 1979 and maintained this service until recent years when the Government Printing Office took over printing. Sales of Association materials were sluggish in the early 1980s following closure of the Spokane field office, but they picked up after 1984 with the establishment of a sales outlet at the Bureau of Reclamation's Visitor Arrival

Center (VAC) at Grand Coulee Dam. Increased park visitation contributed to a rapid increase in sales in the early 1990s; profits totaled over $34,000 in 1991, up from just $8,000 two years earlier. A new outlet at the Dry Falls Interpretive Center in 1992 caused sales to double, and they continued to rise to a high of $112,000 in 1994. The next year, however, sales dropped to $94,000 when the outlet at the VAC closed. They fell further the next year due to lower visitation and fewer operating days at Dry Falls. The LARO cooperating association became part of the Pacific Northwest National Parks Association, now known as the Northwest Interpretive Association. [137]

Lake Roosevelt Coordinating Committee

The 1990 Cooperative Management Agreement established a committee with a representative from each party to coordinate management of the Lake Roosevelt Management Area (LRMA). The committee was to review and coordinate management plans, policies, regulations, and permits; incorporate plans developed by other parties "to provide to the extent practicable uniform management"; monitor compliance with the agreement; receive comments from individuals, groups, and governmental entities concerning activities related to management of the LRMA; and coordinate budgets. One of the key provisions of this committee was the establishment of a dispute resolution process through which parties could mediate disagreements.[138]

When Superintendent Gerry Tays arrived in 1993, he found the Lake Roosevelt Coordinating Committee working "extremely well." Composed of the senior officials of all five signatory parties, "it truly was an opportunity to sit down in a room around a table . . . and talk about our problems." At that time, the Park Service had leadership of the committee and Tays served as chairman. Leadership then rotated to another party, and Tays remembered that the number of meetings began to drop off until the LRCC essentially ended. "Most of the issues that we talked about at the table had to do with the Park Service one way or another," Tays said. "It clearly was in the Park Service's interest to keep this thing going. And when we weren't the driving force, it just kind of petered out."[139] Vaughn Baker found that the committee had pretty well disintegrated by the time he was appointed Superintendent in 1996. For a while, the committee tried to meet in conjunction with meetings of the Lake Roosevelt Forum, but Baker noted that the Park Service and Reclamation were the only parties represented at such gatherings. He soon recognized that the STI preferred to do business on a government-to-government basis, and that remains the foundation for LARO-tribal relations today.[140]

Conclusion

While the LRCC is no longer active, the staff at LARO continues to work with groups and individuals who raise a wide variety of issues concerning the park. Sometimes the interests of these groups parallel those of the Park Service while at other times they clash. This has been true from the beginning of the park when the superintendent and his small staff dealt with supporters and occasional detractors as they worked to build facilities and establish regulations. Through the years the LARO staff has been challenged with short-term issues, like boundary adjustments, as well as continuing ones, like floating debris on Lake Roosevelt. Their actions and decisions have helped shape the park as it is today.

Endnotes

[1] Conrad L. Wirth, NPS Supervisor of Recreation and Land Planning, to NPS Acting Regional Director, 26 Oct. 1939, file 3, box 1, RG 079-89-001, NARA-PSR; telegram from John R. White, NPS Regional Director, to Phillip [*sic*] Kearney, NPS Associate Landscape Architect, 7 March 1941, file 5, box 1, RG 079-89-001, NARA-PSR; [Claude E. Greider, LARO Supervisor], "A Very Brief History of National Park Service Activities in the Franklin D. Roosevelt Lake Area," ca. 1 Feb. 1946, file H14 Project Histories (USBR), LARO.HQ.ADM; U.S. Department of the Interior, Bureau of Reclamation, *Annual Project History, Columbia Basin Project, 1948*: 55, on file at Grand Coulee Project Office, Grand Coulee, Washington; "Superintendent's Annual Report, CODA," FY1947: 3, file 3, box 3, RG 079-89-001, NARA-PSR; "Superintendent's Annual Report, CODA," FY1948: 1-2, file 3, box 3, RG 079-89-001, NARA-PSR.

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[91] "Recapitulations of National Park Service Funds Expanded [*sic*] on Shoreline Cleanup," file D3217 Debris Removal ca. 1956-68, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; "Annual Safety & Management Review, Franklin D. Roosevelt Lake and Coulee Dam National Recreation Area, Aug. 4 thru 6, 1969," file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; "Natural Sciences Resource Studies Problem: Collection and Disposal of Debris on FDR Lake," 23 Nov. 1971, file D5031 Debris Removal Proposals, LARO.HQ.ADM.

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[93] William N. Burgen, LARO Superintendent, to NPS Regional Director, 27 Feb. 1976, file D5031 Debris Removal Proposals, LARO.HQ.ADM; "Appendix B: Pilot Program to Remove Beached Debris from Lake Roosevelt," 22 Dec. 1976, file D3217 (old 1023) Report for Cleanup of 1967 Flood Debris, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; William W. Dunmire, LARO Superintendent, to NPS Regional Director, 14 Oct. 1977, file D22 Proposed Public Works Program, LARO.HQ.ADM.

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[104] Jerry Hunter, Kettle Falls Chamber of Commerce President, to Charles H. Odegaard, NPS Regional Director, 2 Feb. 1988, file H2 Name Change CODA to LARO 1987, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.ADM; Richard L. Winters, NPS Acting Regional Director, to Brock Adams, U.S. Senate, 16 March 1988, file A3615 Service and Personnel 1987, LARO.HQ.ADM; Trina J. A. Dice, Grand Coulee Dam Area Chamber of Commerce Manager, to Gerald W. Tays, LARO Superintendent, 19 Sept. 1994, file A38 Public Relations, LARO.HQ.ADM; Kuiper interview, Tape 1-A; Tays to Lake Roosevelt Coordinating Committee, 8 March 1995, file Multi-Party Agreement April 1990, LARO.HQ.ADM.

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[107] NPS, "Columbia River Reservoir Area, Washington, General Report and Development Outline," June 1944: 9, USA.3.1, LARO.HQ.100; Claude E. Greider, LARO Superintendent to F. A. Banks, USBR Supervising Engineer, 21 Jan. 1946, file LARO.94.3249.3, LARO.HQ.ADM; H. M. Miller, NPS Acting Director, to USBR Commissioner, 30 Sept. 1947, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

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[111] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 9 July 1943, file LARO.94.3249.7, LARO.HQ.ADM; Herbert Maier, NPS Acting Regional Director, to Greider, 15 July 1943, file LARO.94.3249.7, LARO.HQ.ADM; Maier to Greider, 25 Oct. 1943, file LARO.94.3249.7,

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[113] Charles H. Odegaard, NPS Director, to Washington State Parks and Recreation Commission, 15 Oct. 1973, St. Paul's Mission section, History box 3, LARO.HQ.LIB; "Superintendent's Annual Report, CODA," CY1974: 6, 20, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Jerry D. Lee, LARO District Ranger, to Sid Buckley, 8 Feb. 1974, file L1417 St. Paul's Mission, drawer 3, LARO.HQ.RMO; "Superintendent's Annual Report, CODA," CY1976: 2, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; D[on] C[arney], LARO District Ranger, to Files, 9 March 1977, file H14 Kettle Falls Hist. Center, LARO.HQ.CIO; Kettle Falls Historical Center, ca. 1978, file H14 Kettle Falls Historical Center, LARO.HQ.CIO; "Superintendent's Annual Report, CODA," CY1983: 3, file H2621 Annual Reports, LARO.HQ.ADM; "Superintendent's Annual Report, CC[illegible]" CY1984: 5, file H2621 Annual Reports, LARO.HQ.ADM; Gary J. Kuiper, LARO Superintende[illegible]arl Davenport, Washington Water Power, 7 Nov. 1986, file LARO.94.3249.23, LARO.HQ.ADM; Earl J. Davenport, Washington Water Power District Manager, to Richard Amenell, USBR Realty Specialist, 17 Feb. 1987, file Kettle Falls Letters, box 1 of 3, LARO.HQ.PAO; A. W. Pearson, USBR Grand Coulee, to USBR Regional Director, 25 Feb. 1987, file Kettle Falls Letters, box 1 of 3, LARO.HQ.PAO.

[114] LARO, "Special Park Use Management Plan, 11 August 1990: 15.

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Chapter 6

Family Vacation Lake: Recreation Planning and Management

Lake Roosevelt National Recreation Area (LARO) is primarily a place for people to play. A high proportion of its visitors has always been local residents, and in recent years more and more people are choosing to build homes adjacent to the recreation area boundary to take advantage of the many and varied opportunities for recreation on water and land. Recreation areas have sometimes been facetiously described within the National Park Service as "places to get wet," and even recent LARO Superintendents have viewed Lake Roosevelt in this way.[1]

LARO's recreational visitors focus on the water - on boating and swimming and on camping close to the lake shore during the short summer season. Land-based activities, too, have traditionally been aimed at outdoor fun. In the early years, playgrounds and horseshoe pitching areas were popular. Naturalists taught recreational skills such as snorkeling, and Disney movies were shown in the amphitheaters. Fishing has grown in popularity, and new opportunities such as rental houseboats and personal watercraft are increasingly popular with visitors.

Recreation planning and management at the national recreation area (NRA) have had to adapt to challenges such as low funding, jurisdictional disputes, and changing visitor activities over the decades.

Who Visits Lake Roosevelt?

> **The people of no [illegible] no other age had [illegible] like the leisure, [illegible] income, or the r[illegible] of the American [illegible] twentieth-centu[illegible] overwhelming. . [illegible] might not alway[illegible] leisure to the be[illegible] American peopl[illegible] play.**
>
> **-- Foster Rhea D[illegible]** ***[illegible] History of Recreation*****, 1959**

Over the decades, LARO managers have initiated a number of studies to learn more about the "typical" visitor to Lake Roosevelt. What attracts people to the area, who are they, and what do they do once they arrive? The popularity of the nation's national recreation areas has grown significantly since the 1940s. By 1990, visits to NRAs accounted for 14 percent of total National Park System visits.[3]

After World War II, outdoor recreation increased tremendously nationwide, particularly water-based forms of recreation such as boating and water skiing. Causes of this growth included increases in the total population, per capita

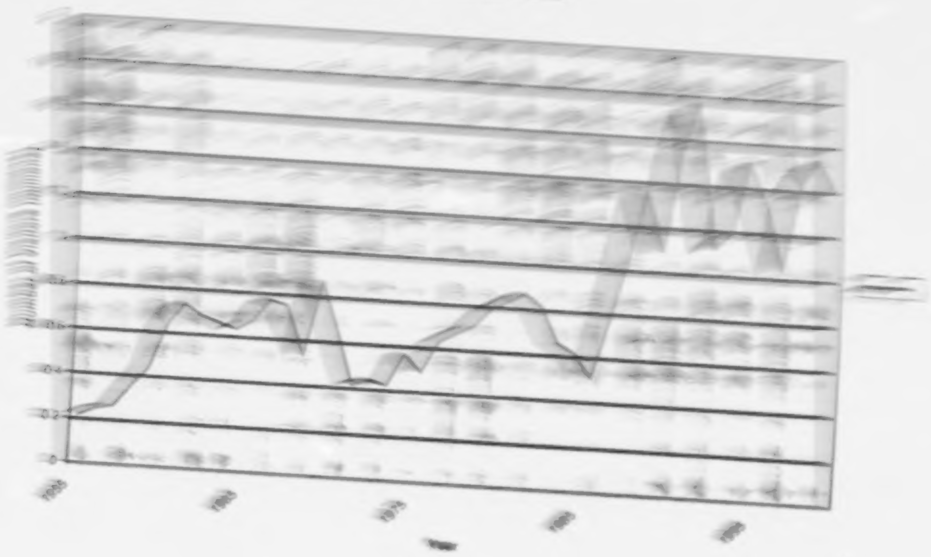
Swim beach at Kettle Falls, 1965. Photo courtesy of Spokesman-Review archives.

income, proportion of income spent on recreation, and leisure time, along with improved transportation.[4]

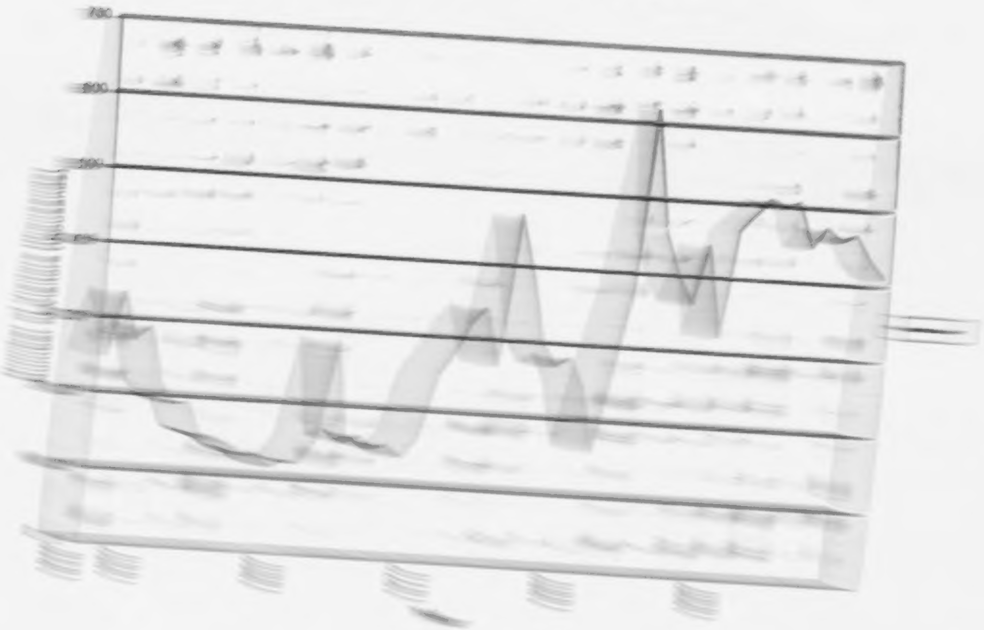
Visitation to Lake Roosevelt, however, was very light through the 1940s and the early 1950s, mostly because the reservoir was new, facilities were minimal, and area population was low. For example, in July of 1950 approximately 13,100 recreational visits were made to the NRA. [illegible] [illegible] [illegible] [illegible] [illegible] well over [illegible] visitors annually at that time.

Visitation rose as Congress began to provide more funding for construction of visitor facilities. The area's population remained essentially rural, although in 1968 some 525,000 people lived within two hours of Lake Roosevelt. In the mid-1960s, Lake Roosevelt – promoted by the Park Service as the "Family Vacation Lake" – began to be discovered by travelers from outside the immediate area, sometimes by accident as they traveled through. In the north half, many of the visitors were from nearby Trail, British Columbia. In 1957, most of the visitors came from a fifty- to one hundred-mile radius.

[illegible]



Grand Coulee Dam Visitors



[illegible]

[illegible] In recent years, visitation to LARO has been noticeably affected by events outside the control of the Park Service. Such events and circumstances include the 1962 Seattle World's Fair, opening of the highway through the North Cascades in 1973, Spokane Expo '74, eruption of Mt. St. Helens in 1980, value of the Canadian dollar, severe lake drawdowns, national gasoline shortages, improvement of the walleye fishery in the 1970s, overcrowding at other recreation facilities in eastern Washington, U.S. Bureau of Reclamation (Reclamation) visitor facilities and attractions at Grand Coulee Dam, population shifts, and the weather.

> **Traveling through the Roosevelt Lake country, in the northeast corner of Washington state, is enough to make a modern motorist nervous. No view is blocked by a billboard, a hot dog stand or a Kozy Kabin Kamp. He may cross two Indian reservations without a chance to buy native beadwork from Japan. If he stops to eat lunch or take a swim, nobody shows up to tell him he's on private property or to collect for parking. Most travelers just aren't used to such treatment. . . . As tourists discover Roosevelt Lake – and as the small towns discover the tourist – the freshness of the country may disappear. Meanwhile the sightseer finds himself in an anachronistic setting, removed by many years from today's formal 'recreational area,' where he can enjoy an uncluttered view and can stop to fish or camp [illegible]**
>
> [illegible]

In general, the majority of LARO's early visitors were day users, mostly family groups who lived in the vicinity of the lake. In 1962, park staff estimated that 10 percent of all visitors were in the area one hour or less, 50 percent spent one to four hours, 25 percent spent four to eight hours, and 15 percent spent one or more days within the recreation area. The peak period of visitation [illegible] from May to September. [illegible]

A [illegible] visitor survey conducted in [illegible] through the University of Washington Cooperative Park Studies Unit helped LARO managers better understand the regional visitor. The study found that regional visitors chose to visit Lake Roosevelt in order to sightsee, visit Grand Coulee Dam, camp, and picnic. Family groups comprised [illegible] percent of the visitors. Most visitors had been to LARO six or more times and tended to visit the same site regularly. Thirty-two percent were from Spokane (and primarily used the central part of the recreation area), and 14 percent were local, but only 2.8 percent identified themselves as farmers or ranchers. About 13 percent were from Canada. At least half the campers and boaters fished during their visit. Only 15.7 percent camped in tents, and 17 percent of the boaters used non-power boats. In 1981, over half of LARO's visitors were children or teenagers, and 12 percent were Native American.[10]

Visitor Activities at LARO

	1958	1976
sightseeing	26,000	172,000
picnicking	112,000	191,000
camping	93,000	108,000
swimming	90,000	130,000
boating	43,000	19,139
fishing	0	19,000
hunting	1,000	400
water skiing	unknown	6,500[9]

A 1996 visitor use survey found similar patterns. Washington residents made up 74 percent of the visitors, with only about 7 percent from the United States outside of the Pacific Northwest. About 46 percent were repeat visitors. The most popular activities were camping, swimming, motor boating, and fishing, followed by family gatherings, picnicking, sightseeing, and water skiing. Nearly 75 percent of the use still occurs between June and September, and the late afternoon and evening hours are the busiest.[11]

Visitation to LARO has increased dramatically since the 1950s, when the Park Service first began to provide facilities and access roads along the shores of Lake Roosevelt. Keeping statistics on visitor use is important in every park unit: visitation figures identify trends that help in making management decisions such as planning visitor facilities and as justification for requests for budget increases.

At LARO, the lack of entrance gates makes obtaining accurate estimates of visitation difficult. From the early 1940s until 1955, LARO's visitation was estimated as a percentage (10 or 20 percent) of the visitation figures kept by Reclamation for Grand Coulee Dam. Since then, more accurate visitation figures have been obtained by counting vehicles (using a varying person-per-vehicle multiplier) combined with actual counts or estimates at places such as boat launches, concessionaire facilities, private docks and mooring buoys, and campgrounds. In recent years, reductions are made for nonrecreational users. The counting methods were modified in 1957, the early 1970s, and 1992. In 1988, traffic counters replaced the older tube counters park-wide. Park staff is "very, very confident," according to LARO Program Assistant Roberta Miller, that they are understating and not overstating the visitation to the recreation area.[12]

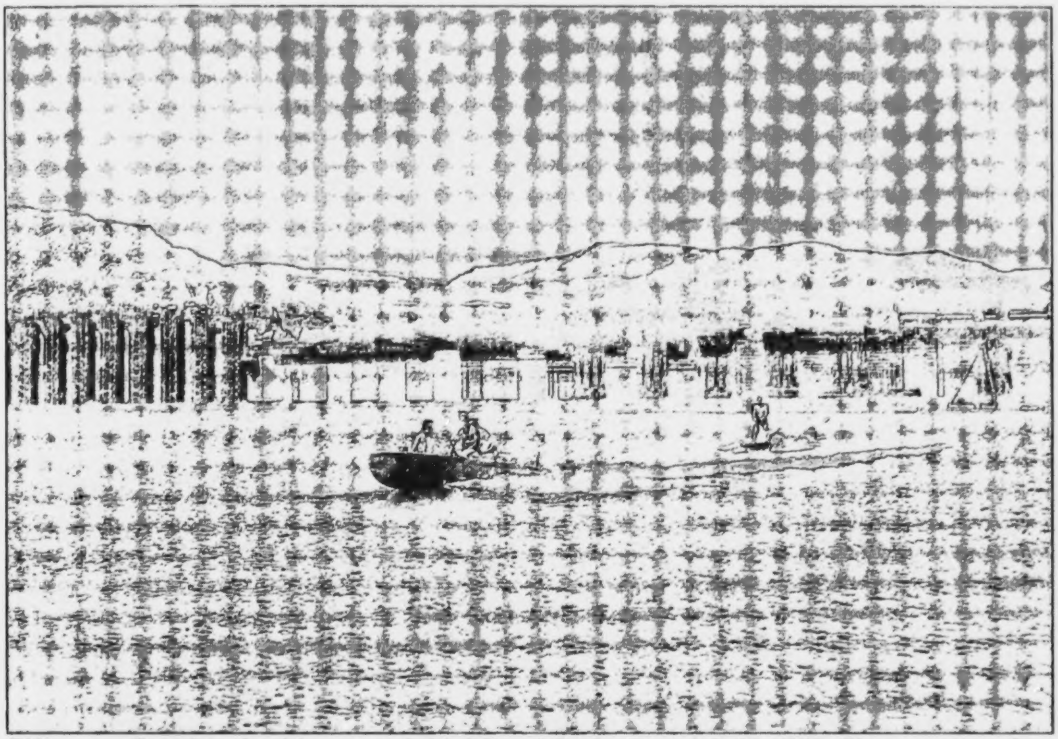
National Park Service Involvement in Reservoir Recreation Planning

Beginning in the 1920s, the National Park Service played a leading role in recreational planning and development for state and local parks, many of which were later turned over to the states to manage. Because of the agency's experience with park planning during the 1930s, it often served as a consultant to new state park and recreation systems.[13]

In 1936, an important piece of legislation codified the cooperative relationship the Park Service had been enjoying with state parks informally since 1921 and through Emergency Conservation Work since 1933. The Park, Parkway, and Recreation Study Act of 1936 extended the Park Service's role in planning recreational areas and facilities at federal, state, and local levels throughout the country. As directed by the 1936 act, the Park Service in 1941 published a comprehensive study of public outdoor recreational facilities that outlined future needs for the nation, excluding areas already being managed by the U.S. Department of Agriculture. This plan was funded by Civilian Conservation Corps (CCC) emergency conservation work appropriations, and it summarized the philosophy of New Deal recreational planning. The study noted the need for coordination among the federal agencies dealing with recreation and asserted that the Park Service was the logical agency to oversee the work. Four new kinds of national parks were being established or planned: national recreation areas, recreation demonstration areas ("submarginal lands" converted to recreational use, generally turned over to state or highway departments after development), national parkways, and national seashores. The 1936 act allowed the Park Service to plan for recreational uses of public lands in new areas such as these.[14]

The development of recreation facilities by the Park Service outside the traditional national parks became increasingly important to the agency in the 1930s. As the 1941 Park Service report on the nation's recreation facilities commented, "Artificial bodies of water in interesting settings, and man's ingenuity in creating them, have strong recreational appeal." Purists criticized Park Service involvement with recreational areas as a lowering of agency standards; they were uneasy about the consolidation of state and national park planning. Some also found it ironic that the Park Service was administering recreation at certain reservoirs while actively fighting dam proposals in areas where dams threatened national parks and monuments. The Park Service sidestepped the inherent contradictions in its actions by launching a new recreational program centered on large reservoirs. Some saw this expansion of recreational opportunities as a good way to relieve visitation pressure on the traditional national parks.[15]

The first recreational planning by the Park Service done in cooperation with Reclamation was the planning for Lake Mead, the reservoir created in Nevada and Arizona by Boulder Dam. In 1936, shortly after the dam was completed, Reclamation entered into a Memorandum of Agreement with the Park Service to create the Boulder Dam Recreational Area, the country's first NRA. The Park Service was also involved with recreational planning for reservoirs in the Colorado River basin and in other areas in the early 1940s. Between 1933 and 1964, five reservoir-based NRAs were added to the National Park System, including Boulder Dam (renamed Lake Mead in 1947) and Coulee Dam. The emphasis at these NRAs was on recreation, and consumptive use of park resources such as mining, hunting, and grazing were permitted. In 1997, even after some NRAs had been turned over to other agencies, the Park Service was managing twelve NRAs centered on large reservoirs. The reservoirs that the Park Service continued to



Riding a surfboard on the rising waters behind Grand Coulee Dam, July 31, 1940. Photo courtesy of Grant County Historical Society and Museum, BOR Collection.

manage, including Lake Roosevelt, were believed to have national rather than state or local significance.[16]

Newton Drury, National Park Service Director from 1940-1951, believed that national parks should be limited to outstanding scenic landscapes; he was less than enthusiastic about the Park Service assuming responsibility for managing recreation on artificial lakes. He did not object to Lake Mead or Lake Roosevelt, though, because he felt the size of those two reservoirs made them significant to the nation as a whole. Just as World War II was ending, Assistant Secretary of the Interior Michael Straus asked Drury to examine the possibilities for Park Service management of smaller reservoirs expected to be created by future Reclamation dams. Drury openly objected to this concept, and in a 1952 speech he said that reservoirs like Lake Mead inevitably became dominated by local sportsmen and business interests, making them "local romping grounds."[17] Drury was overruled, however, by Straus and by Secretary of the Interior Harold Ickes. Ickes was attracted by the increased appropriations such recreation areas might bring the Park Service, and he also felt that NRAs would reduce the pressure on the system's other units. He and Straus felt Drury was attempting to back off from a serious responsibility of the Park Service and to retreat from the conflicts involved in recreation management.[18]

In the early 1940s, Park Service employees debated among themselves the merits of their agency's administration of Lake Roosevelt. Ernest Davidson, Regional Landscape

Architect, for example, did not believe that the reservoir possessed national recreational significance. He argued that many natural lakes in the Spokane area were not being used to capacity and that Lake Roosevelt had much less recreational potential than Lake Mead. LARO's first Superintendent Claude Greider, on the other hand, remained "quite enthusiastic" about the possibilities of the area. He commented that the ultimate recreational use of the area was unknown, so planning should emphasize flexible development.[19]

Recreation Planning for Lake Roosevelt up to 1956

The Park Service became involved in planning for recreation on Lake Roosevelt in late 1939, when Reclamation organized the Joint Investigations of the Columbia Basin Irrigation Project to provide an orderly program for the development and settlement of the project area. Problem No. 26 focused on the recreational development of Lake Roosevelt. The Park Service selected Claude Greider, a state supervisor with the agency based in Portland, Oregon, to head the committee. This was the start of Greider's fourteen-year involvement with Lake Roosevelt and the NRA that was eventually created around its shores.[20]

The committee's report, completed in April 1942, provided preliminary layouts of various recreational sites bordering the lake in order to facilitate rational coordination of private and public development. Ten sites were selected for priority development for general public use. General problems noted by the committee included the pollution of the Spokane River and the lack of shade trees at proposed development sites.[21]

For the next several years, Claude Greider and his small staff performed land use studies and formulated a development program for the NRA. Reclamation provided funds on an annual basis for the supervision of current uses. The Park Service was not allowed to initiate any development or protection of the area; its responsibilities were limited to administrative duties and planning.[22]

Finally, the decision as to which agency would manage Lake Roosevelt was made. In April 1946, representatives of the Park Service, Reclamation, and Office of Indian Affairs (OIA) drafted the tri-party interbureau agreement that designated the National Park Service as the principal administrative agency for the Lake Roosevelt area. The Secretary of the Interior approved this agreement December 18, 1946, and the area was designated Coulee Dam Recreational Area. Under this agreement, the Park Service assumed responsibility to plan for recreational facilities and arrange for their construction, operation, and maintenance; establish policies regarding the uses of the NRA; negotiate contracts for concessions; and designate (in consultation with the OIA) suitable recreation sites within the Indian Zones. The Park Service agreed to submit itemized cost estimates to Reclamation, which would advance the necessary funds as available. Reclamation agreed to provide facilities within the Reclamation Zone near Grand Coulee Dam for the Park Service to use in administering the area.[23]

Between 1941 and 1946, the years of temporary interbureau agreements and debates over which agency should manage recreation on Lake Roosevelt, a handful of Park Service employees worked on recreation planning for the reservoir in addition to administering its current uses. Philip W. Kearney, a landscape architect employed by the CCC, and Greider, with help from the Regional Office, completed a Master Plan for Lake Roosevelt in 1944 that superseded the report of the committee on Problem No. 26.[24]

Landscape park planning and design had matured in the late 1920s, and the Park Service hired many talented landscape architects during the 1930s. Master Plans represented an attempt to prepare plans for orderly development of an area. Individual layout plans for sites to be developed provided details concerning the location of individual features. Master Plans were intended to protect parks from excessive or poorly coordinated road construction and other development. They detailed multi-year programs of prioritized construction activity and were intended to be flexible to allow for changing conditions. Following this general program, Greider and Kearney classified the reservoir shore land according to zones for "best social and economic uses"; located sites for development of various resources; determined additional private lands for the federal government to acquire; prepared general layout plans for development of each recreational site; and coordinated all uses of the area. In 1943, Greider stated that the aim of the recreation program for Lake Roosevelt was to "provide wholesome recreation at the lowest possible cost to the individual."[25]

The Master Plan completed by Greider and Kearney in 1944 delineated a number of sites appropriate for recreational development. The report emphasized the need to provide a balanced program for the area as a whole, planning for full development but understanding that development would be made in phases only as required by public use. Post-war development, the report stated, should cover the estimated requirements for the first five years, guarding against over-development. The federal government (agency not yet determined) should develop and administer free public recreational facilities and boating. Private concessions should provide facilities for which a user fee was charged, such as boat docks, boat service facilities, concessionaire and lodge buildings, and cabin camps.[26] The plans prepared for this report generally provided the basis for the development of LARO that was finally funded in the 1950s.

The 1944 development plans for a number of sites included provision for one- and two-room cabins, shelter kitchens, softball fields, summer homes, and tennis courts, plus more traditional Park Service facilities such as swimming and picnicking areas, campgrounds, and restrooms. The "rustic" style of architecture popular during the 1930s was now seen as outmoded and too costly since the CCC program had been discontinued. The 1944 plans correlated nicely with recommendations made in Frank A. Waugh's 1935 book, *Landscape Conservation: Planning for the Restoration, Conservation, and Utilization of Wild Lands for Parks and Forests.* This work recommended that park structures should be in harmony with the setting, lacking in ornamentation, and arranged in clusters. Waugh stressed the need to plan for and select the best locations for a variety of sites, even if they

Proposed development sites, 1944 Master Plan:

1. **Coulee Dam Marina (adjacent to Reclamation's Visitor Access Center, most needed, administrative headquarters)**
2. **Spring Canyon**
3. **Keller Ferry Park**
4. **Keller Wayside (only site on Colville Reservation)**
5. **Lincoln Canyon**
6. **Hawk Creek Harbor**
7. **Old Fort Spokane (important site, but river pollution will limit development)**
8. **Hunters Landing**
9. **Old Kettle Falls Park (on original townsite)**
10. **Marcus Island (major development)**
11. **Kettle River Camp**
12. **various remote overnight campsites for fishermen and boaters and also summer home sites**

-- Park Service, "Columbia River Reservoir Area," 1944[28]

were not to be developed initially. These included administrative, service, hotels and accommodations, water conservation and supply, sewage disposal, clubhouses, group campsites, tent campsites, playing fields, tennis courts, golf courses, bathing beaches, and fishing sites.[27]

Like other Park Service units established soon after World War II, LARO's earliest facilities were designed to be functional and relatively easy to maintain. For example, in 1954 Superintendent Hugh Peyton described the optimal comfort station design for Fort Spokane as having a concrete floor, pitched roof with composition roofing, steel windows, metal partitions and stall doors, and plumbing and storage space in the center between the men's and women's sections.[29]

Once rationing of gas and rubber was lifted at the end of the war, and as leisure time, disposable income, and mobility increased, millions of Americans took to the highways for vacations. Outdoor recreation grew tremendously popular. In 1941, swimming was the most popular outdoor sport in America, and boating was eighth. But on newly formed Lake Roosevelt, industrial uses dominated, especially uses related to the timber industry. In 1944, for example, only eight out of the sixty special-use permits granted by Greider's office were for recreation. For several years, the only public boating facilities on the reservoir were boat slips built by the Works Projects Administration in 1938 or 1939 and then leased by Reclamation to the Grand Coulee Dam Yacht Club. In 1940, a commercial outfit known as the Grand Coulee Navigation Company began providing passenger service on Lake Roosevelt, and soon Reclamation granted a few permits for boat fueling and fuel and mechanical service for seaplanes.[30]

By 1941, some fifty or sixty private "pleasure boats" were maintained on Lake Roosevelt (this number dropped dramatically, however, during the war). One of the influential promoters of boating on Lake Roosevelt was Reclamation engineer Frank Banks, whose thirty-four-foot cruiser was the largest pleasure craft on the lake. Many promoted the 328-mile waterway between Revelstoke, British Columbia, and Grand Coulee Dam, and in

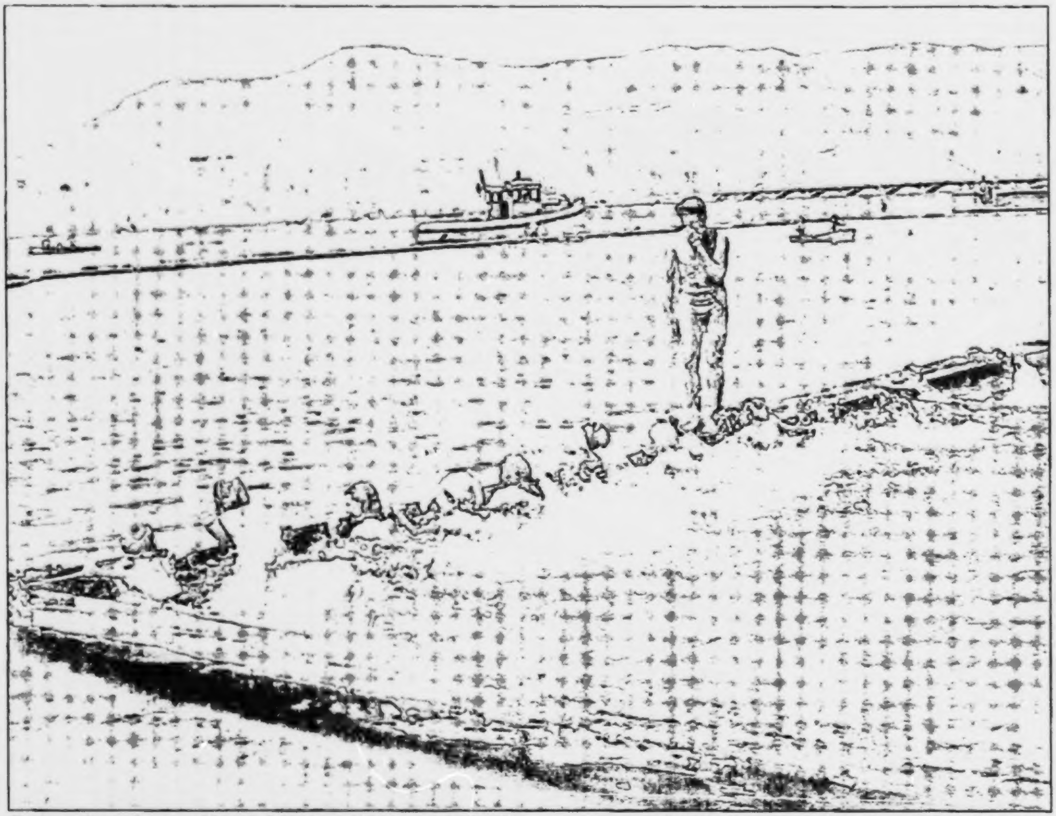
1946 a Reclamation employee took eight days to paddle the full length in a homemade kayak.[31]

During the ten years between 1946, when the Park Service officially took over the administration of recreation on Lake Roosevelt, and 1956, when the Mission 66 program began, LARO staff concentrated on recreational planning, administering current uses, and constructing the first facilities for the public on the reservoir. Three districts were established: Coulee Dam, Fort Spokane, and Kettle Falls. By the late 1940s, a private float plane base that also provided storage and service for boats was established at the North Marina. This first public facility along the entire reservoir was located on land managed by Reclamation, not the Park Service. Initial Park Service planning concentrated on developments such as roads, water and sanitation systems, utilities, boating facilities, beaches, and picnic grounds at the major sites of Coulee Dam and vicinity, Fort Spokane, and Kettle Falls. NRA staff expected Kettle Falls to become the most important recreational site in the area, and they hoped for boating, float plane facilities, bathing, picnicking, camping, tourist cabins, and other facilities at that location. Secondary development sites included Keller Ferry, Sanpoil, Hunters, and North Gorge. Problems facing the Park Service, however, were significant. They included the poor fishery; woody debris floating on the lake and along the lakeshore (especially after the 1948 floods); pollution of the Spokane River, South Marina, Hawk Creek, and Colville River; and land acquisition (including much land needed at Fort Spokane).[32]

Private development by concessions began at LARO before the Park Service was able to begin construction projects. In fiscal year 1947, the Coulee Dam Amphibious Aircraft Company established a float plane and sightseeing boat operation; Grand Coulee Navigation Company initiated scheduled and chartered boat rides; and Stranger Creek Grange constructed a recreation site at Gifford. Over the next few years, concession facilities concentrated at North Marina, Fort Spokane, and Kettle Falls.[33]

Local groups did some development on their own, with Park Service approval. For example, the towns of Grand Coulee and Kettle Falls developed swim beach facilities in the 1940s, and the Red Cross provided swimming instruction at these and at the Reclamation beach at Coulee Dam. The Park Service tried to provide simple development such as hand pumps, beach improvements, pit toilets, tables and fireplaces, shade trees, and even boat launch ramps at some sites, often in cooperation with local groups such as the Wilbur Boat Club (Sanpoil campground), Wellpinit 4-H Club, and Greenwood Park Grange (Hunters). Superintendent Greider worried about public use of the area without adequate facilities and area regulations, but local communities successfully organized events such as a 1949 Fourth of July celebration at Kettle Falls that attracted seven thousand people for boat races and salmon barbecues.[34]

Greider spent much of 1948 working on a new Master Plan for LARO that included drawings, a Development Outline, and proposals for construction projects for 1950-1951. The plans included a number of minor boat landings and picnic grounds at more remote sites to help meet the needs of area residents. Park Service Acting Director A. E.



Swimming class at North Marina, August 1946. Photo courtesy of U.S. Bureau of Reclamation, Grand Coulee (USBR Archives 1346).

Demaray approved this plan in the fall of 1948. The proposed Park Service program for LARO involved spending $1.7 million over the next six years to develop Lake Roosevelt for recreation, with an anticipated $1 million in private funds expected to be invested by concessionaires. LARO staff felt that priority should go to facilities to make boating available, such as boat slips, fueling stations, docks, repair facilities, and the removal of hazardous floating debris on the lake.[35]

Development of a couple of the areas targeted for intensive development proved problematic early on in the planning process. One of these areas was South Marina (known today as Crescent Bay). In the late 1940s, this area was dropped from consideration as a development site because Reclamation needed to use it for a concrete manufacturing plant and because of dangerous slide conditions. Similarly, much of the development of Fort Spokane was reworked and then delayed because of new information on possible hazardous landslide potential and because the Park Service needed to acquire additional land there.[36]

The 1948 Master Plan contemplated a total of $2.226 million to be spent for physical improvements at LARO, of which $1.851 million was earmarked for the three districts' major development and minor areas. Development was planned to take place evenly throughout the area as the need for facilities was seen to be "equally acute" in each district. LARO, like other areas administered by the Park Service, prepared Project Construction Plans (PCPs) that allowed the Park Service to justify budget requests for development projects to the Bureau of the Budget and to Congress. At the end of 1949, the PCP priority list for LARO included three headquarters residences; an administrative building; dredging the channel at Kettle Falls to make it suitable for the concessionaire; a residence, warehouse, water and power system, sewer, beach and picnic area, and comfort stations at Kettle Falls; warehouse machine storage and partial water and sewer systems at Fort Spokane; a warehouse at headquarters; and a fence at North Marina.[37]

The planning for LARO's recreational development did not always go smoothly, partly because many offices and individuals were involved in the process. In 1954, the Acting Chief of the Western Office, Division of Design and Construction, commented to the Park Service Director that there had been "considerable disagreement on planning for Coulee Dam."[38] As an example, in 1954 and 1955 the Regional Office and LARO Superintendent Hugh Peyton conducted a prolonged argument over proposed layouts for Fort Spokane. Peyton wanted the approved plan revised, eliminating a motel that he did not believe likely to be built soon, so that some public service could be established that year. The Regional Office emphasized that any permanent development had to conform to the approved plan or be delayed until the Park Service Director approved a new drawing. Finally, in 1955 the Director approved the tenth version of the Fort Spokane drawing, one that eliminated both the proposed motel and concessionaire cabins and made other changes requested by Peyton.[39]

Once South Marina/Crescent Bay had been rejected for development, attention turned to Spring Canyon as the principal developed area at the lower end of Lake Roosevelt, an important site because Grand Coulee Dam received so much visitation. The Regional Office urged LARO to install a temporary boat ramp at Spring Canyon (along with picnic tables and fireplaces at North Marina) to relieve the public pressure. An access road to Spring Canyon was estimated to cost $123,000; Greider suggested that this expensive road be replaced with a gravel road because "it would not be good advertising to build a $123,000 road to Spring Canyon and then provide no means of using Spring Canyon beach at the end of this road."[40]

One of the challenging issues facing Greider was the acquisition of tracts of private lands that he believed "vital" for the recreational program proposed for Lake Roosevelt. In 1946, he recommended that the federal government acquire 1,600 to 1,700 acres. This included tracts totaling 325 acres along Highway 25 (Bissell to Evans) that might be developed in undesirable ways. The desired acreage also included land adjacent to sites proposed for intensive recreational development, about sixty acres to be donated for the Spring Canyon development, and about 370 acres in the Fort Spokane Military Reservation. In 1949, Reclamation began the process of acquiring some of the tracts considered essential for the development of key recreational areas.[41]

One land-acquisition case that took much time and effort to accomplish and resulted in difficulties in later years was the acquisition of some seventy acres in the Spring Canyon area. This land, located just a few miles above the dam, provided access to a proposed recreation site at Spring Canyon. The land was owned by the Columbia City Development Company, organized by residents of Grand Coulee to develop a city to replace the "shanty town" of Grand Coulee and to provide a site for a smelter at the mouth of Spring Canyon. The developers, seeing the advantage of a recreational site adjacent to the new town, in 1943 agreed to donate land to Reclamation contingent on future recreational development of the site. The Columbia City Development Company and Julius Johnson, who held principal interest in the company, signed an agreement giving the government five years to develop the recreational site. Some of the land to be donated was state land withdrawn for the Grand Coulee Dam project in 1934 and later sold by the state to the private company. The land donation did not actually take place until the summer of 1952, when Raymond and Vesta Johnson donated eighty-eight acres next to the Spring Canyon site. The land included a right-of-way for a two-mile entrance road and land needed for a beach, campground, and picnic facilities. This donation allowed the Park Service to request funds for the development of the site, and the campground, bathhouse, and swimming beach opened for visitors in June 1955. Almost twenty-six thousand people visited Spring Canyon that first summer.[42]

Launching a boat at Kettle Falls, no date. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

The recreational development of LARO was severely hampered by budget restrictions. National Park Service appropriations were cut more than 50 percent during World War II. Funding levels remained low around the nation until 1950. In 1949, for example, the total Park Service operating budget was barely $14 million, and LARO at that time estimated that it needed some $2 million to complete enough development work to attract private capital to supply concession facilities. As Greider noted, "[the] little driblets of appropriations for this area such as we are to receive this year will accomplish exactly nothing."[43] Until 1949, all funds advanced to LARO were for administration purposes only, not for protection, development, or maintenance. Finally, in fiscal year 1950, LARO was appropriated $180,345, which allowed the Park Service to begin work on access roads, reservoir clean-up, and the construction of employee residences. It was one of only four recreation areas in the nation to receive such funding that year.[44]

The first construction projects at LARO included work on approach roads to Kettle Falls, Fort Spokane, and North Marina and a boat launch ramp at Fort Spokane, all built in 1950 with the intention of enabling the Grand Coulee Navigation Company to install boat docks and to begin other developments. No money, however, was appropriated for fiscal year 1951 because of the Korean War. In 1952, on the principal that limited funds should be concentrated in one area to make it usable, all the development funds were spent at Kettle Falls, and the ranger office there was constructed. By 1956, the Spring Canyon and Kettle Falls beaches and campgrounds were essentially completed and landscaped, and a few small areas had minimum facilities (tables, fireplaces, and pit toilets), partly just to reserve the sites for public rather than private use. By 1955 Kettle Falls, for example, had a ranger station, bathhouse and comfort station, lawns, irrigation system, diving raft, and an improved beach. The picnic area at North Marina, built primarily for locals, was landscaped and outfitted with tables, fireplaces, and pit toilets. The development of Fort Spokane lagged behind somewhat because of the controversy over the layout for proposed development.[46]

I feel that everyone understands the urgency of the current rearmament program and that much of the development we considered so necessary a year ago should properly give way to this greater emergency. We therefore feel it might be presumptious [*sic*] on our part at this time to urge [Spokane Chamber of Commerce] efforts toward appropriations for recreation developments for this area.

– Claude E. Greider, LARO Superintendent, 1950[45]

LARO planners made provisions for permitting summer home sites and recreation sites for organized groups. The selection of summer home sites was delayed somewhat, partly to ensure that no sites were set aside that would have better served as campgrounds or other public use areas. In the 1940s it was decided that organized camping groups of "character building agencies," including statewide religious organizations, could obtain camping sites if their use did not conflict with general public use. In the early 1950s, ten sites at

Sherman Creek and seventeen sites at Rickey Point, both in the Kettle Falls vicinity, were leased for summer cabins on a fee permit basis.[47]

LARO's existing buildings and buildings under contract, December 1953

Coulee Dam district:
3 residences, Coulee Dam
garage, Coulee Dam
paint storage building, Coulee Dam
bath house, Spring Canyon
comfort station, Spring Canyon

Fort Spokane district:
residence, Fort Spokane
office-warehouse, Fort Spokane
shop-garage, Fort Spokane
2 pit toilets, Fort Spokane
residence, Gifford
2 pit toilets, Gifford
2 pit toilets, Keller wayside
2 pit toilets, Hawk Creek

Kettle Falls district:
shop-warehouse, Kettle Falls
warehouse, Kettle Falls
ranger station, Kettle Falls
paint and oil building, Kettle Falls
pump house, Kettle Falls
bath house, Kettle Falls
comfort station, Kettle Falls
6 pit toilets, Kettle Falls (beach, picnic area, campground)

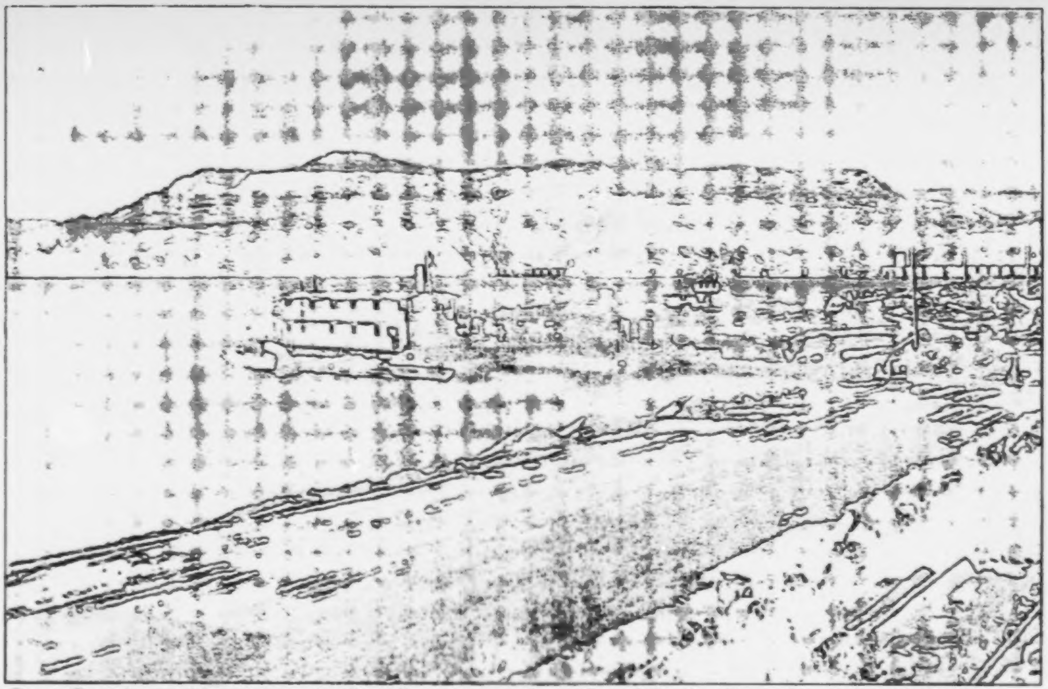
Concessionaire (Coulee Dam):
residence duplex
hangar
boat repair shop

-- Robert H. Coombs, LARO Acting Superintendent, 1953[48]

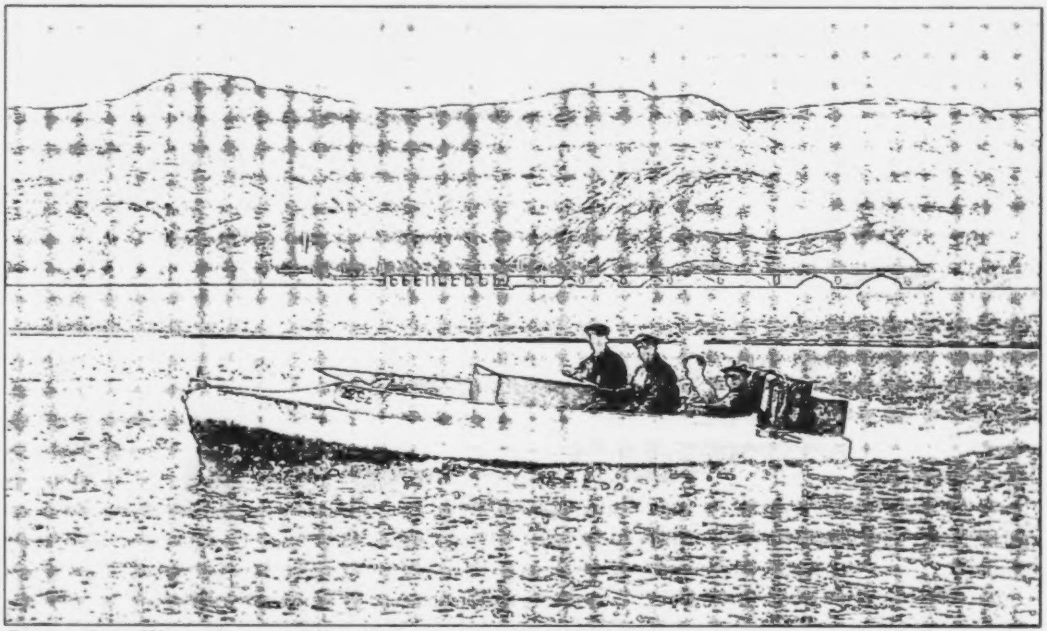
One of Greider's major concerns during his tenure at LARO was Lake Roosevelt's poor fishery; he knew that improved fishing opportunities would greatly increase the area's recreational appeal. Rainbow trout could be caught at the northern end of the lake, but "scrap fish" such as carp, sucker, and squawfish predominated. The Washington Department of Game said it could not conduct a fisheries improvement program, but in 1947 Greider requested that the U.S. Fish and Wildlife Service undertake a limnological study of the reservoir to determine ways to improve sport fishing, and the agency complied. Meanwhile, many visitors to the area (including the family of Park Service Regional Director O. A. Tomlinson) stayed at fishing resorts at Twin Lakes on the Colville Reservation or fished at other small regional lakes.[49]

Development of Regulations to Govern the Use of LARO

During World War II, the Coast Guard established a patrol base on Lake Roosevelt in order to enforce motorboat and navigation regulations and to aid the federal guard in protecting the dam and other government property. By the end of 1942, the Coast Guard's forty men and four motorboats were doing regular patrols upriver to the mouth of the Spokane River, with occasional trips to Marcus and Northport (National Guard personnel did boat patrols for a few years after the war). The Coast Guard also installed directional lights as navigation aids. In 1949, the U.S. Coast and Geodetic Survey completed a standard navigation chart



Coast Guard patrol base about half a mile upstream from Grand Coulee Dam, December 1942. The former Camp Ferry barge served as quarters. Reclamation later leased this facility to the Grand Coulee Dam Yacht Club. Photo courtesy of U.S. Bureau of Reclamation, Grand Coulee (USBR Archives 559).



Boaters from Wenatchee and Ellensburg starting off on a trip to the Arrow Lakes in British Columbia, June 1947. Photo courtesy of Grant County Historical Society and Museum, BOR Collection.

of Lake Roosevelt. No markings, however, were placed on the water to designate the Indian Zones established by the 1945 Solicitor's Opinion.[50]

In 1946, when the National Park Service was finally selected to manage recreation on Lake Roosevelt, no regulations had yet been established to govern the use of the lake. The only restrictions on small boats were those that normally applied on navigable inland rivers and lakes. Of particular concern to Superintendent Greider and his staff was the need for more stringent boating regulations. By the spring of 1946, before the Tri-Party Agreement had been approved, the office of the Park Service Director had asked the Regional Office to submit a draft of the rules and regulations for public use of the reservoir. On the national level, the Park Service started working on legislation that would give the Department of Interior authority to regulate recreational use of both navigable and non-navigable waters within recreation areas.[51]

Many public comments on the proposed regulations focused on particular aspects of recreational use of the reservoir. One of the questions most debated within the Park Service was whether or not to charge a fee for private boat permits. Greider supported permits but not an accompanying fee, partly because of the "difficult public relations situation" locally and because of the lack of rangers to enforce fee collection. The September 1948 draft regulations stated that a permit issued by the Superintendent, with a fee, would be required; the 1951 regulations mentioned a required free permit; the final regulations said that boat operators may register their boats with the Superintendent to aid in recovery of lost or stolen boats. This progression from quite restrictive to much less restrictive also occurred with other recreational issues, such as camping (from being allowed only in designated areas to anywhere except areas posted by Superintendent), and swimming (from being allowed only in designated areas to anywhere except in areas prohibited). The regulations were amended many times between 1948 and 1952. The Department of Interior finally approved and issued them on June 27, 1952. Claude Greider was transferred a year later. Hugh Peyton, former superintendent of the Millerton Lake NRA, replaced Greider at LARO.[52]

During the sometimes acrimonious debate over the proposed regulations for LARO, the Park Service was also maneuvering to be selected as the managing agency for the twenty-seven-mile-long equalizing reservoir south of Grand Coulee Dam now known as Banks Lake. The Park Service proposed constructing recreation facilities and administering the recreational uses of the Upper Grand Coulee as an extension of LARO. The plan, predictably, met with strong opposition. Despite what Greider called a "propaganda campaign," until 1953 LARO staff assumed that the equalizing reservoir would become either a fourth ranger district of LARO or a separate NRA under Park Service administration. District headquarters were planned for the town of Coulee City. These plans were cancelled, however, in the spring of 1953.[53]

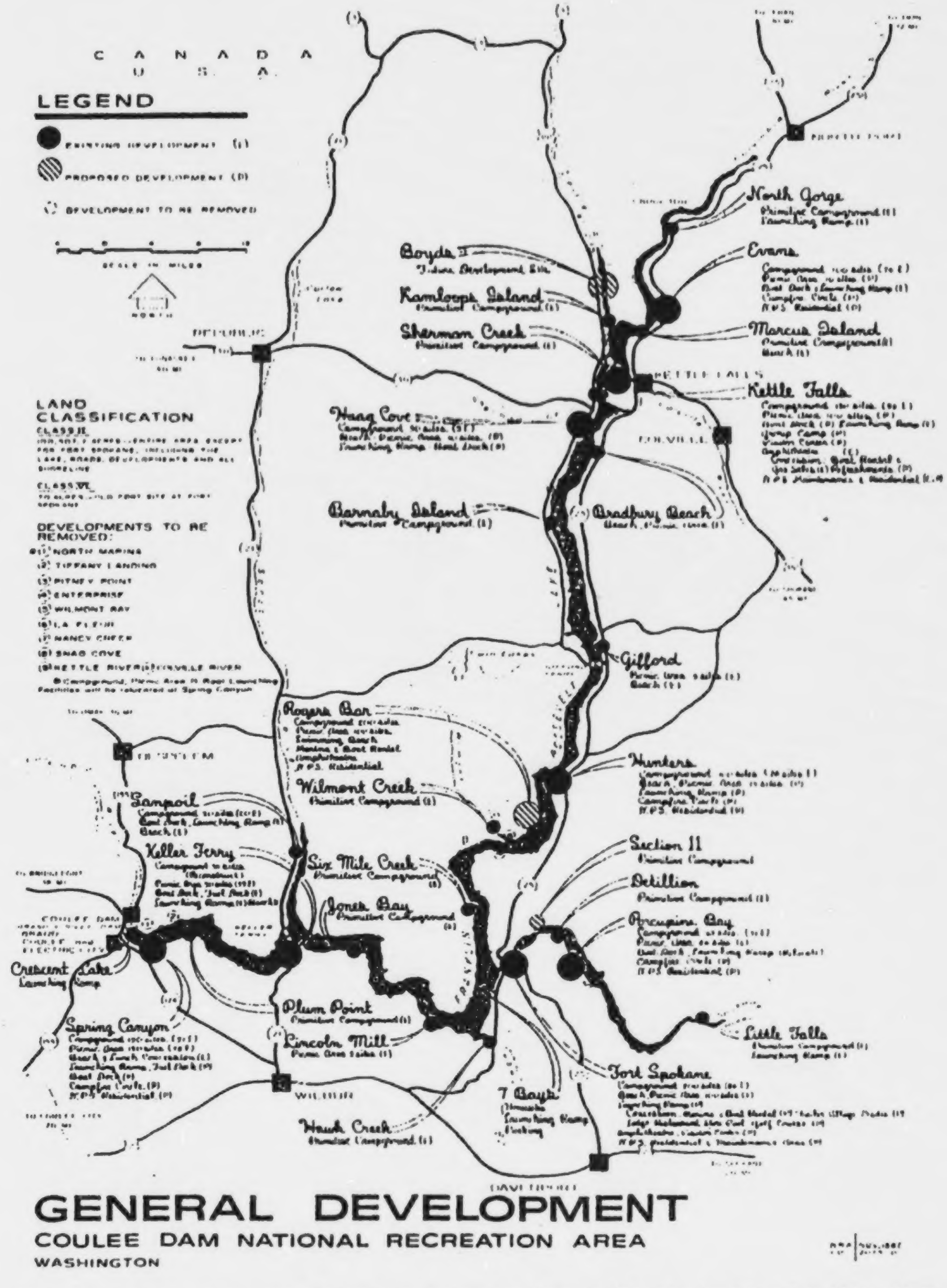
The Mission 66 Period, 1956-1966

The Park Service and LARO entered a new era in 1956 with the establishment of the Mission 66 program on the national level. This program resulted from the combination of delayed maintenance of Park Service facilities and increasing visitation to the parks throughout the country. Conrad Wirth, Park Service Director from 1951-1963, conceived of Mission 66 as a ten-year reinvestment and development program, timed to end with the agency's fiftieth anniversary in 1966. Congress responded generously with funding substantially increased over the annual Park Service budget. Wirth was a strong supporter of recreation in the national parks. Mission 66 projects included increased staffing, new interpretive facilities, campgrounds, roads, utilities, administrative and service buildings, restoration of historic buildings, employee residences, comfort stations, marina improvements, and visitor centers. The general emphasis was on improving the quality of the visitor's experience; Mission 66 emphasized use over preservation.[55]

> **In 1966 the Park Service would be celebrating its fiftieth anniversary. What a God-given target to shoot for! Why not produce a ten-year program, which would begin in 1956, aimed to bring every park up to standard by 1966 – and call it MISSION 66? . . . The entire organization went into action, regional office and park staffs developing individual project plans and supplying cost estimates for each park. Morale rose steadily as mouth-watering details were passed along that old grapevine. In Washington, the park packages were reviewed every weekend, until the total plan, containing the management and budget requirements for each of 180 parks, had been completed. And yet, the final tab seemed far beyond the limits of reality for those who had been on short rations for so long. The total MISSION 66 program was projected at $800 million. That the actual expenditure would pass $1 billion was not realized until much later.**
>
> **-- William C. Everhart, *The NPS*, 1972[54]**

Park structures of the early 1950s reflected modern architectural and landscape design and the use of modern construction materials such as concrete, glass, and steel. This type of design for Park Service buildings continued throughout the Mission 66 program. The Washington Office Division of Landscape Architecture commented that each area to be developed at LARO should be designed to have a "first class appearance," noting that "until this is done, Coulee Dam N.R.A. will remain neglected, rundown, and lost in the Master Plan files!"[56] In 1968, LARO staff proposed three architectural themes for the area, ones that were appropriate to the desert character of the southwest shoreline, the wooded northeast shoreline, and the historic features at Fort Spokane.[57]

As part of Mission 66 planning, every park prepared a Mission 66 prospectus, with assistance from the Regional Offices. The LARO prospectus, authored by Superintendent Hugh Peyton, emphasized two types of proposed development at LARO. One was


CANADA
U.S.A.
LEGEND
EXISTING DEVELOPMENT (E)
PROPOSED DEVELOPMENT (P)
DEVELOPMENT TO BE REMOVED
SCALE IN MILES
NORTH
LAND CLASSIFICATION
DEVELOPMENTS TO BE REMOVED:
(1) NORTH MARINA
(2) TIFFANY LANDING
(3) PITNEY POINT
(4) ENTERPRISE
(5) WILMONT BAY
(6) LA FLEUR
(7) NANCY CREEK
(8) SNAG COVE
(9) KETTLE RIVER (10) COLVILLE RIVER
North Gorge
Evans
Boyds
Kamloops Island
Sherman Creek
Marcus Island
Kettle Falls
Hawk Cove
Barnaby Island
Bradbury Beach
Gifford
Rogers Bar
Hunters
Wilmont Creek
Sanpoil
Keller Ferry
Six Mile Creek
Jones Bay
Section 11
Detillion
Porcupine Bay
Crescent Lake
Spring Canyon
Plum Point
Lincoln Mill
Little Falls
Fort Spokane
7 Bays
Hawk Creek
REPUBLIC
KETTLE FALLS
COLVILLE
WILBUR
DAVENPORT
GENERAL DEVELOPMENT
COULEE DAM NATIONAL RECREATION AREA
WASHINGTON

Map showing both existing and proposed development at the end of the Mission 66 period, 1967. (NPS, "A Master Plan for Coulee Dam National Recreation Area, Washington: Preliminary Working Draft, Feb. 1968: 51, file D18 Master Plan, LARO.HQ.ADM.)

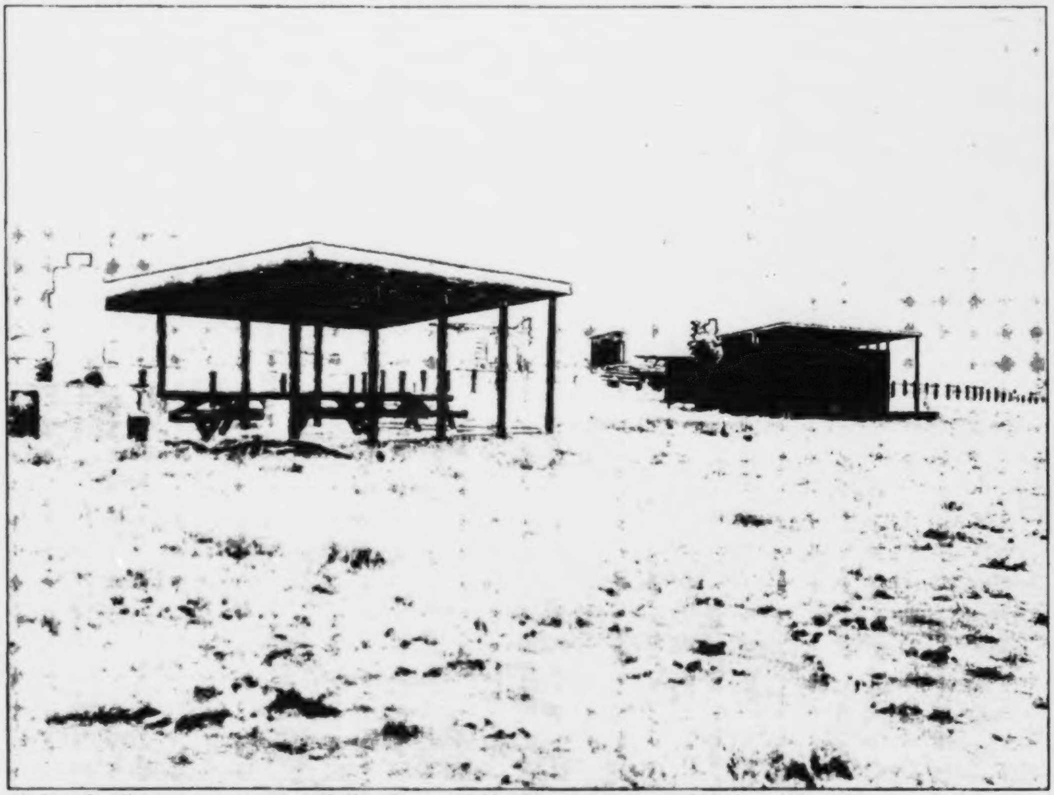
the provision of facilities currently needed. The other was a program to set aside and save for future public use the Lake Roosevelt shoreline and recreational resources and to resist summer home sites, individual group development, and other such uses. He proposed many "pioneer" developments with minimum facilities to establish public rights to various sites. The overall program was quite ambitious: 132 new developed areas, varying from the "pioneer" or wayside areas with two table-fireplace units to campgrounds with 120 campsites, with a total of sixteen major areas. By 1963, more than halfway through the Mission 66 decade, LARO's facilities for visitors (not including those provided by concessionaires) consisted of fourteen bathhouses, twelve comfort stations, two picnic shelters, and seventy-six pit toilets. The most popular sites were Coulee Dam, Fort Spokane, Porcupine Bay, Kettle Falls, and Evans.[58]

One of the principal reasons for putting minimum facilities at various spots along the lake in the form of minor development areas is to "homestead" and keep these areas in public ownership for future generations and to resist the eternal pressures of groups and individuals to acquire Government land for private use, which would exclude practically forever the vacationist who will need this so desperately in the future. With the completion of MISSION 66 all of these areas will receive proper attention and they will be preserved for the use of future generations. The constant increase in the use of present facilities in the area indicates that there is an urgent need for the type of recreation which can be afforded by Coulee Dam National Recreation Area.

-- Hugh Peyton, LARO Superintendent, 1957[59]

Peyton promoted LARO in the Mission 66 prospectus as the "Family Vacation Lake." He noted that NRA staff expected a tremendous increase in visitation during the coming decade. Their proposals for Mission 66 involved setting up low-cost minimum facilities to handle present and anticipated future needs. Peyton wrote, "Our area, in effect, is bypassing the normal slow gradual development, and passing from a pioneer stage into complete development." He continued, "We are confident that this quickening course is necessary and we welcome its coming."[60] LARO's Mission 66 prospectus was approved in April 1957. The total cost of proposed physical improvements, including roads, trails, buildings, and utilities, came to an optimistic $2,572,600, about 1/3 of which was earmarked for Fort Spokane.[61]

LARO never was flush with money, however. Even during the Mission 66 period, when Homer Robinson was Superintendent, much of the work was still done on a shoestring with much donated labor and scrounged materials. For example, all the LARO staff, plus Superintendent Robinson's wife, spent several Sundays at Keller Ferry clearing rocks and brush and trees to develop a small recreation area near the ferry landing. The ferryman allowed them to attach a pipe to his garden hose to provide water for the site. Next a pit toilet was built there, and then trees were planted. Sis Robinson felt the improvements were "VERY primitive," and LARO maintenance foreman Don Everts agreed that



Visitor facilities constructed at Keller Ferry, 1959. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

because little money was available, "we did it ourselves." Everts referred to some of these small campgrounds as "hatched," because he would fly over Lake Roosevelt and map the areas where people were already camping without facilities; the Park Service would then develop them.[62]

Mission 66 and its special funding sources represented a turning point for LARO's development. Throughout the Mission 66 period (1956-1966), LARO made great progress in its visitor facilities, although nowhere near the proposed improvements. By 1968, the NRA had thirty campgrounds (nine of which were accessible only by boats), sixteen boat launching ramps, twenty-two fixed docks, and twelve developed swimming beaches (six with lifeguards). Many campgrounds had been expanded, and a few boat launch ramps had been built. Concessions, however, still played only a minor role at LARO.[63]

Recreation Management at LARO, 1966-1974

Park Service Regional Office and LARO staff prepared a new Master Plan for LARO in 1968. Like previous plans, it analyzed LARO's present and future needs and drew up general plans for development. The Superintendent prioritized the development projects,

Camping at Fort Spokane campground, July 1972. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

and the Regional Office assigned each proposal a regional priority. The Washington Office then consolidated the regional programs based on the nationwide needs of the Park Service. If Congress did not approve the funding request, then the programs were altered to fit available funds. The passage of the National Environmental Policy Act in 1970 led to greatly increased opportunities and requirements for public involvement in recreation planning.[64]

The Regional Office and even LARO staff still had difficulty singing the praises of the NRA during this period, however, although they did continue to emphasize the significance of the international waterway connecting Coulee Dam, Washington, with Revelstoke, British Columbia. The 1968 draft Master Plan, for example, contained this apologetic statement:

> Surrounded as it is by a region outstanding for its lakes, rivers, mountains, forests, and wildlife, Roosevelt Lake suffers by comparison. . . . The lake's generally deep, cold, and murky water, enclosed by usually steep – often eroding – shores, relegates it to second choice after the numerous natural lakes of northeastern Washington and northern Idaho. This body of water

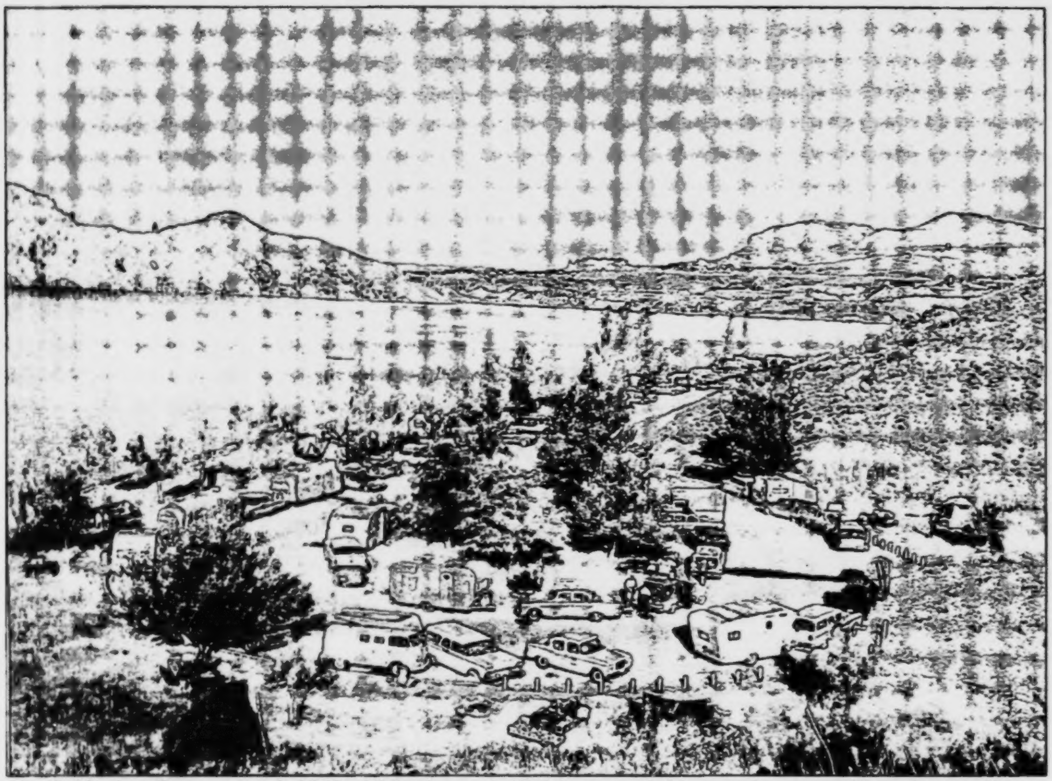
> is, nevertheless, notable for its length which makes it suitable for long-distance boat touring.[65]

After Mission 66, LARO staff worked with other agencies to accomplish some relatively minor development goals. For example, the Job Corps from Moses Lake installed a concrete launch ramp at Spring Canyon in the late 1960s as part of an expansion program at that site. Group campsites were established at Spring Canyon, Fort Spokane, and Kettle Falls (Locust Grove) in the late 1960s. Apprentices participating in a 1972 Bureau of Indian Affairs (BIA) training program built a portable entrance station for the Spring Canyon campground using Park Service plans in 1972, and Reclamation built a three-slip floating boathouse to serve both its needs and those of the Park Service.[66]

Ever since the early 1940s and the report of the committee on Problem No. 26, the Park Service had hoped to place all of the former military reservation of Fort Spokane under LARO administration. LARO staff found that the long process of transferring title to the land from the BIA to the Park Service created difficulties in planning for the recreational use of the area. The Solicitor's Office determined that Congressional approval was required for the transfer, and this was accomplished in 1960. The Park Service immediately announced plans to build a visitor center, bathhouse, maintenance shops, warehouses, equipment storage buildings, comfort station, and employee residence on the property, and to improve the road system and utilities.[67]

The construction of the third powerhouse by Reclamation in the late 1960s to increase the power-generating capacity of Grand Coulee Dam directly affected LARO operations. The Park Service had developed a campground and picnic area at North Marina in 1955 that was very popular with locals. It was located not far east of the Reclamation facilities near the dam that included a swimming beach and the Grand Coulee Dam Yacht Club facilities. Construction work for the new power plant required that the North Marina site be used as a fabrication site for heavy equipment. So, the Park Service decided to expand Spring Canyon in order to compensate for the loss of the North Marina developed site. Park Service operations at North Marina terminated in September 1967; North Marina (260 acres) was added to the Reclamation Zone in 1968; the Spring Canyon campground was enlarged in 1969; and plans were made to put in a boat ramp and boat dock.[68]

Another recreation-related development issue that LARO staff dealt with in the late 1960s was the establishment of a housing development known as Seven Bays between Hawk Creek and Miles that had two miles of common boundary with the NRA. LARO staff preferred having a plan in hand for the entire project before it issued permits to the developer, Win Self. LARO gave approval for the corporation to begin work on a beach and a small launch ramp with parking in 1968, with periodic inspections. When it was found that the launch ramp was not feasible in the chosen location, Self expanded his concept to include a concession-operated marina.[69]



North Marina Campground, 1962. Visitation to LARO increased this year because of travelers to the 1962 World's Fair. This campground was very popular until it closed in 1967 because Reclamation needed the site as a staging area for construction work. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

Outdoor recreation planning continued on the national level in the 1960s, and some decisions affected the Park Service role in outdoor recreation. In 1958, Congress established the Outdoor Recreation Resources Review Commission. Its final report on the nation's outdoor recreational needs to the year 2000, published in 1962, resulted in a new Department of Interior bureau separate from the Park Service that was charged with overseeing a sweeping program to address the nation's recreation needs. The new Bureau of Outdoor Recreation's mandate essentially took away from the Park Service its responsibility for recreation planning, neglected in recent years, that had been given to it by the Parks, Parkway and Recreation Act of 1936. The 1962 report found that water was a focal point of outdoor recreation for Americans and that swimming, boating, and fishing were among the top ten activities. The Recreation Advisory Council, established in 1962, declared that the primary purpose of national recreation areas was outdoor recreation and that they should be areas "offering a quality of recreation experience which transcends that normally associated with areas provided by state and local governments."[70]

Reclamation contracted with Spokane architect Kenneth Brooks in 1967 to prepare a master environmental plan for the Grand Coulee Dam vicinity. The wide-ranging report included recommendations for sites managed by LARO, such as improvements at Spring

Canyon and ferry cruises on Lake Roosevelt. Brooks also proposed fairly extensive recreational development on Banks Lake (including a water-taxi system to take families to campsites); two scenic highways offering vistas of Lake Roosevelt; a Columbia River Valley Parkway between Portland and the Canadian headwaters; and a week-long tour that included Fort Spokane, Grand Coulee Dam, water skiing on Hawk Creek Cove, boating on Lake Roosevelt, a camp-out on Banks Lake, and a helicopter trip to the Hanford facility. LARO Superintendent David Richie found Brooks' ideas exciting and commented in detail on the plan. He mentioned that a new "Grand Coulee Dam national park" could be created that would encompass "the world's greatest dam and its surrounding environment" and could be administered by Reclamation or a new agency. According to historian Paul Pitzer, however, Brooks' elaborate plan "briefly raised eyebrows and then quickly disappeared from view"; the proposed developments were far too extensive to be practical. Most of the changes made as a result of the plan were minor, such as landscaping and beautification projects.[71]

All of the foregoing issues of the 1960s and early 1970s paled before the very complex and contentious issue of tribal rights on the waters of Lake Roosevelt and on the freeboard lands within the two reservations. Tribal jurisdiction over campgrounds within the Indian Zones and hunting, fishing, and boating on Lake Roosevelt came to the forefront during this period as an important issue that needed resolution.[72]

In June 1974, the Solicitor's Office issued an opinion on the boundaries and status of title to lands within the two Indian Zones created by the 1945 Solicitor's Opinion. This opinion had far-reaching implications for LARO, as it held that the two tribes had reserved rights preserved by Congress in the Act of 1940 and that these rights were exclusive of any rights of non-Indians there. Thus, each tribe now had the legal authority to regulate hunting, fishing, and boating by non-Indians in its own Indian Zone. The 1974 Solicitor's Opinion also effectively nullified parts of the 1946 Tri-Party Agreement.[73]

The following month, the Colville Confederated Tribes (CCT) and the Spokane Tribe of Indians (STI) agreed to enforce their fishing ordinances in the existing Indian Zones but to leave regulation of boating, water skiing, and swimming to the Park Service. The enforcement of the fishing regulations proved difficult, however, because the Indian Zones had never been marked by buoys or signs, so the public had difficulty determining their boundaries. The Indian Zones consisted of approximately 45% of the land and water of LARO. In 1982, the CCT made arrangements with the state for reciprocal licensing so that the general public did not have to buy tribal fishing licenses to fish in the waters under their jurisdiction.[74]

Recreation Management at LARO, 1975-1998

On May 19, 1975, the Park Service transferred the responsibility for the operation of five campgrounds within the Indian Zones, giving the CCT responsibility for Sanpoil, Three Mile, Wilmont, and Barnaby Island and the STI responsibility for Pierre. The transfer was made pursuant to a provision of the Tri-Party Agreement of 1946 that authorized such transfers to the state or to other political subdivision. Some LARO employees resented the takeover because they perceived the tribes as not maintaining the facilities to Park Service standards. That first summer, the STI charged a fee at Pierre and visitation dropped considerably. Sanpoil had the most facilities, including a comfort station, launch ramp, potable water, and fifteen sites with tables and fireplaces, a playground, and a small boat pier. The others ranged from having no facilities (Three Mile) to being well equipped (Pierre). Sanpoil campground is still maintained, but the other four transferred from LARO were not being maintained as of 1987. Both tribes have added new campgrounds within the Reservation Zone, however.[75]

During the 1970s and 1980s, LARO recreation planners faced several new challenges, including vastly increased visitation to Lake Roosevelt. Between 1985 and 1989, visitation to the NRA increased by 171 percent (visitation to Park Service units nationwide only increased 7 percent during this period). The increased use during this period was due to gasoline shortages that caused people to travel closer to home, the availability of rental houseboats on the lake, and the lake's growing reputation as an excellent fishery. Overcrowding at campgrounds on weekends became a common problem at several of the larger developed sites. The most popular campground was Porcupine Bay, and Keller Ferry campground experienced the most overcrowding.[77]

> **It is hard not to reach the conclusion that at Coulee Dam National Recreation Area we are, in effect, operating a lake-oriented network of local "parks." Indeed, facilities at a number of sites appear to be of the "county park" variety and one is led to question whether we might be overdeveloped at a number of recreation sites. Superintendent Dunmire and I discussed this question, i.e., "should the National Park Service, as it does at Coulee Dam, provide at national taxpayer expense such amenities as 'changing houses' for bathers, broad expanses of well groomed lawns and overnight docking facilities for boaters?" Such questions, we concluded, were points that specifically need to be surfaced and dealt with in the development of a general management plan.**
>
> **-- Temple A. Reynolds, Park Service Associate Regional Director, 1978[76]**

The CCT in 1988 established a Tribal Parks Department to serve the recreating public and to protect the resources of the reservation. The following year, the tribes proposed building campgrounds with boat launch ramps at Inchelium Ferry and Sanpoil Bay. In the late 1970s, the STI developed the Silpinpitkin campground on Lake Roosevelt for tribal use only. The STI's tribal park rangers work in the natural resources department.[78]

Back in 1967, LARO staff had begun developing construction standards and policies for community docks to replace individual docks provided for under individual permits. The Park Service felt that private facilities such as docks on government land near the shoreline created the impression that public use within those areas was not welcome. As Kelly Cash, LARO Assistant Superintendent, commented in 1986, "It simply is not fair to the visiting public to let their shoreline be nibbled away by private development."[79] Over the years, many individual docks whose permits had expired were removed from the lakeshore by their owners and replaced by community docks.[80]

In the 1970s, LARO tried to meet the increasing pressure of boaters on Lake Roosevelt by widening or building new boat launch ramps. The Denver Service Center was responsible for the design and planning of the ramps, and Reclamation for their construction. LARO received $730,000 under the federal Land Heritage Program for ca. 150 floating facilities, including concessionaire fueling facilities, docks, moorage, gangways, and swim platforms.[81]

Work on expanding LARO's floating facilities continued in the 1980s. To provide boating facilities that were usable during summer drawdowns of Lake Roosevelt, Reclamation and Park Service worked out an agreement to modify existing boat launch ramps and other facilities to function when the reservoir was drawn down well below 1,290 feet. During this period, LARO also added a number of boat-in campgrounds to the recreation area (most of the earlier ones had been located within the Indian Zones). Since the 1980s, boaters have been allowed to camp wherever they like if they have a portable toilet on board.[82]

The negotiations over the division of management responsibilities for Lake Roosevelt were essentially resolved by the April 5, 1990, signing of the Lake Roosevelt Cooperative Management Agreement (the Multi-Party Agreement). This new agreement confirmed the Colville and Spokane tribes' management authority over the reservoir and related lands within the boundaries of their respective reservations. It required the five signatory parties – Park Service, Reclamation, BIA, and the two tribes - to coordinate their management efforts and to standardize their policies as much as possible. The agreement created the Lake Roosevelt Coordinating Committee to facilitate coordination of such issues as visitor safety and law enforcement, concessions, and radio communications.[83]

In essence, the 1990 agreement reaffirmed the status quo since 1974, that the tribes managed the lands and waters bordering their reservations and the Park Service managed the rest of the federally owned land and water (except for the land managed by Reclamation). Since 1990, the Park Service has managed approximately 61 percent of the land and 58 percent of the water in the management area. The tribes and the Park Service occasionally work together on recreational projects. For example, there are current plans for joint construction of a launch ramp on the Sanpoil River.[84]

By 1988, LARO's recreational facilities were rather extensive. They included twenty-seven campgrounds, twenty-nine picnic areas, fourteen launch ramps, ten swim beaches, and five concession operations. A Concession Management Plan for Lake Roosevelt was prepared by the tribes, Park Service, Reclamation, and BIA and approved in 1991. But overcrowding of campgrounds, parking lots, and other facilities continued to be a pressing issue for LARO management throughout the 1990s, along with the lack of some needed facilities such as a marina on the south end of the lake or facilities to serve the residents of new communities along the lake.[85]

The 1978 National Parks and Recreation Act contained a provision requiring the Park Service to prepare and revise General Management Plans (GMPs) for each unit. The GMP prepared for LARO in 1980 proposed four alternatives for managing the NRA. Plans for each major developed area included various visitor and administrative facilities. The selected alternative allowed for expanding current developments as the need arose while preserving the "low key atmosphere" desired by visitors. All new and improved facilities were to be fully accessible to handicapped visitors. Low-energy forms of recreation would be emphasized, and moderate upgrading and expansion at major developed areas was planned. The Indian Zones were not included in the recommendations in response to CCT comments that the GMP should not be prepared until the management roles of the tribes and various agencies had been clarified consistent with the 1974 Solicitor's Opinion.[86]

In 1998, LARO prepared a new GMP to replace the first one approved in 1980. The preferred alternative, approved January 2000, called for increasing the capacity of existing facilities where feasible and redirecting some visitation to less-used areas. Proposed management changes included allowing community launch ramps and docks where there is a need for local access to Lake Roosevelt (these would be available to the public, unlike existing community docks); increasing "protected waters" areas for canoeing; developing concession facilities at Crescent Bay and Hunters; and establishing a deep-water moorage facility in the Kettle Falls area. LARO was zoned into new management areas according to intensity of use, with each zone to be managed according to its character.[87]

One of the issues addressed in the 1998 draft GMP was the need to expand the Kettle Falls marina because of increased visitor use and impacts on the concessionaire due to the low drawdown levels. The Park Service examined deepening the existing harbor at Kettle Falls and/or establishing a new location for deep-water marina facilities in that area (Lion's Island and Colville Flats were both considered and rejected in the 1990s because of environmental impacts and highway access issues). The need to dredge the Kettle Falls harbor had been recognized as early as the 1940s; it was dredged in 1951 and then again in 1985 and 1990 in cooperation with the Washington State Department of Transportation.[88]

In 2000, the Park Service banned personal watercraft such as Jet Skis at all but ten of its units. LARO is one of the NRAs where they are still allowed. During the scoping for the 1998 GMP, many members of the public expressed concern about the noise of the watercraft and the perceptions of their increasingly irresponsible use on Lake Roosevelt. LARO and the tribes agreed to monitor the situation closely and to establish regulations if necessary.[89]

The 1990 Special Park Use Management Plan addressed Park Service concerns that public lands along Lake Roosevelt were being privatized. The plan directed LARO to begin phasing out special uses that were found to be in conflict with applicable laws and Park

Service management policies, including private lawns, private docks, and grazing and agricultural permits. The phasing out of livestock grazing permits (not yet completed) has had a positive impact on public recreation in the NRA. LARO staff also began building fences around a few of the popular developed areas to keep out livestock.[90]

In the 1990s, as more and more people began to build homes near Lake Roosevelt, the Park Service recognized that previous management plans did not provide sufficient facilities for people living along the lake. Also, between 1985 and 1991, years in which LARO visitation and boat launchings on Lake Roosevelt increased dramatically, only one new launch ramp had been constructed at LARO. The Park Service contended that lake access suffered during summer drawdowns. LARO and BPA staff prepared documentation supporting their request for funds to build new launch ramps and to extend existing ramps on Lake Roosevelt, working with Congressman Foley's office. Beginning in 1991, LARO received special Congressional appropriations totaling $1.9 million to build six new boat ramps at locations determined through public input and to retrofit and expand nine existing ramps so they could be used at lower lake levels. These new and improved facilities, built 1991-1993, allowed adjacent landowners to access the lake more conveniently, and they also helped relieve crowding at some of the developed areas. Today, some of LARO's multi-lane boat ramps handle as many as 125 launches per day during the busy season.[91]

A partnership that LARO hoped would be a "model for the future" was developed in 1991 to build a boat ramp and parking area at the Lincoln Mill site near Fort Spokane. The construction was funded by Lincoln County, the Park Service, the Interagency Committee for Outdoor Recreation, and private sources, and the Park Service agreed to maintain and operate the ramp.[92]

By 1998, LARO had 22 boat launch ramps (8 more than in 1988). Other visitor facilities included twenty-eight campgrounds (ten of which were boat-in only) with 640 individual sites plus several group campsites and three concession-operated marinas that provided moorage, boat rentals, fuel, supplies, sanitary facilities, and other services. The two tribes operate ten campgrounds along the shores of Lake Roosevelt.[93]

User Fees

Because of the many access roads to Lake Roosevelt, it has never been feasible to collect park entrance fees at LARO. User fees, however, can be charged for the use of specific facilities such as campgrounds and boat launch ramps. During the 1940s, LARO Superintendent Claude Greider argued against instituting boat permit fees at the NRA, and this was confirmed in the regulations approved in 1952 for Lake Mead, Millerton Lake, and Coulee Dam national recreation areas. Fees for government-operated campgrounds, however, were prohibited in the National Park System until 1965 and were not systematically instituted until 1970. The money collected from these fees was placed in the general treasury and made subject to congressional appropriation. The funds did not return to the parks in which they were generated, although after 1972 they did at least return to the Park Service. The use of the collected fees was authorized for resource protection, interpretation, research, and maintenance activities related to resource protection.[94]

The institution of campground fees within the Park Service was initiated by the 1962 Outdoor Recreation Resources Review Commission report, which called for user fees for federal recreational facilities such as campgrounds. The report led to bills that contained authority for federal agencies such as the Park Service to set entrance and user fees, and this policy became effective in 1965 with the passage of the Land and Water Conservation Fund Act. By 1968, earlier than most other Park Service units, LARO was charging a camping fee at its largest and most developed sites (Spring Canyon, Fort Spokane, Porcupine Bay, Kettle Falls, and Evans). Its $2 camping fee was higher than the local Forest Service fee of $1, and some members of the public complained about the discrepancy. By the late 1970s, LARO was collecting some $30,000 each year in camping fees. In 1976, for example, the NRA collected about $5 for every $1 spent in fee collection. In that year, LARO staff increased the fee to $3 per night, numbered campground sites, and set up registration bulletin boards.[95]

During the 1980s, LARO continued to improve its fee collection system and to increase the camping fees. In 1982, the fee jumped to $5 per night for sites in the six most highly developed campgrounds. Despite local controversy, fees were instituted at Marcus Island campground in 1987. In 1989, a courier system was established to provide better control over the counting of collected funds, and soon a local bank was counting the monies. In 1989, over $130,000 was collected in user fees.[96]

The fee collection program at LARO changed significantly in 1994 and 1995 because of Congressional legislation mandating the collection of fees for some facilities and services that previously had been free. As a result, LARO began charging fees at all seventeen vehicle campgrounds. Beginning in June 1995, a boat launch fee was charged to the general public. Tribal members were exempt from this charge at all LARO ramps, as were Lincoln County taxpayers through 2005 for the ramp they had helped fund. The fees charged were based on fees for similar facilities at Washington state parks and private sites. LARO was the first Park Service unit to enforce the charging of fees for boat launch ramps, and the NRA received little public support for this action. The campground and boat launch fees collected in 1995 increased considerably over previous years to more than $311,000. Today, a fee is charged at all the launch ramps managed by the Park Service at LARO. The two tribal ramps at Inchelium and Two Rivers do not charge (the tribes charge for camping only).[97]

The Park Service instituted a three-year Fee Demonstration Program in 1996. LARO was selected to participate. Under the program, 80 percent of the revenues collected were returned to LARO for use on approved projects. The remaining 20 percent were distributed Servicewide. This program provided significant funds to LARO. Projects funded by the program have included solar lighting at various visitor facilities; accessible restrooms; launch ramp extensions; and shore anchor and courtesy dock improvements.

In general, the monies fund minor construction, rehabilitation, and cyclic maintenance projects.[98]

User fees are sometimes used to distribute visitors throughout a park. Another method of controlling crowding at campgrounds is the reservation system. The Park Service instituted a campground reservation system in 1973. By the late 1980s, group campsites at LARO could be reserved. The reservation system has not yet been extended to individual campsites, although this may be considered in the future to reduce problems with overcrowding at popular areas. Other measures may include installing signs at key junctions along the highways telling visitors that certain campgrounds are full and offering additional information. The CCT instituted a reservation system for non-member camping at four campgrounds on Lake Roosevelt - Inchelium Area AA Camp and the Keller Park, Sanpoil Bay, and Wilmont Creek campgrounds - and they also began charging a user fee for camping throughout their reservation, including sites along the shores of Lake Roosevelt.[99]

Visitor Protection and Law Enforcement

> **We consider the visitors as our guests, and try to solve most violations in a one on one situation. In unusual incidents we issue citations which carry a monetary fine, and sometimes we are forced to make arrests.**
>
> **-- Gordon D. Boyd, LARO Acting Superintendent, 1985[100]**

The purpose of having protection (law enforcement) rangers at LARO has always been to ensure the safety of park visitors and to protect the area's natural and cultural resources and facilities. The ranger division follows standard Park Service procedures in accomplishing these goals. At LARO, most of the rangers are seasonal employees who work from May to September. In 1950, four years after the NRA had been established, LARO had only two rangers, and they were "taxed to the utmost." The park added an additional seven seasonal rangers in 1961 as part of the Mission 66 program, and in later decades the numbers of rangers grew as visitation to LARO increased. The emphasis has shifted back and forth from land to water a number of times, depending on the Chief Ranger's and Superintendent's priorities and on changing recreational use patterns.[101]

Park Service concerns about visitor safety at LARO revolve primarily around water safety, and indeed most of the fatalities within the NRA, as in other national park units, have been due to drownings or car accidents. No one drowned at LARO between 1955 and 1971, but in 1972 four people drowned despite a special emphasis on public safety that year. The number of fatalities each year averages three or less through the present. Lifeguards at LARO have regularly rescued swimmers. Since the early years, the Red Cross has taught swimming classes at selected beaches. Lifeguards worked at the most popular beaches until 1996, when they were dropped because of cost and other concerns.[102]

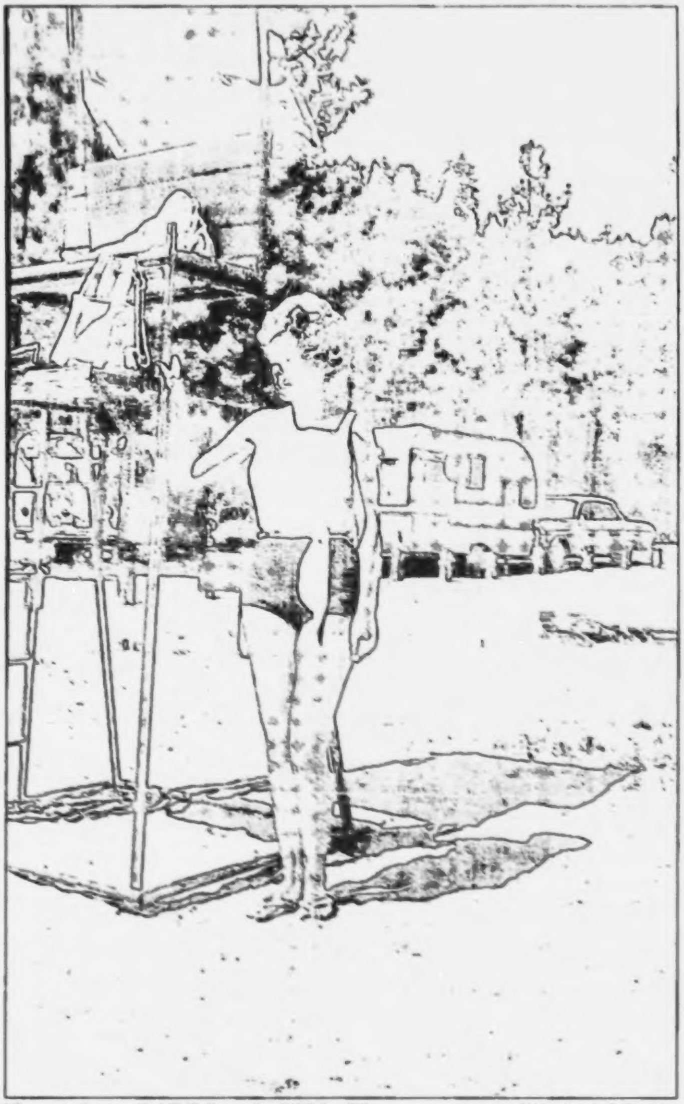
One of the main safety concerns today is the use of personal watercraft. Park rangers are currently monitoring the situation during the peak season. In 1999, seven significant accidents that involved personal watercraft occurred in the Fort Spokane area within just two weeks.[104]

Safety messages have been incorporated into interpretive programs and are posted on bulletin boards. Handouts and information on safety hazards such as floating debris, hypothermia, and storms are distributed at visitor centers. When special circumstances warrant, such as a 1978 toxic algae bloom, the NRA issues warnings through regional media. Rangers are trained in and equipped for basic first aid, and in recent years many park employees are certified Emergency Medical Services providers. Talks on safety topics have been given to visitors, such as programs on fire safety and the use of fire extinguishers.[105]

> **There has been a gradual change in scene on Lake Roosevelt beaches in this area during recent years. Gone are the days when burly chested young men patroled beaches in red and white striped bathing suits; the tops often carrying 'LIFE-GUARD' in large letters across the back. . . . The Fort Spokane-Porcupine Bay Recreational district is the first in the state to hire an all girl life-guard team. The three girls stagger their days off so there is a guard on duty every day from 10 a.m. to 6 p.m. and on Sundays there are two guards on duty at Porcupine Bay. Each girl is thoroughly trained in water safety and life saving techniques and in addition has ready knowledge concerning Coast Guard regulations for boats and basic rudiments of law enforcement. She is required to keep the beach and swim area free from drift wood and debris, and in general be a good park's ambassador. . . . All are under the watchful eyes of attractive young girl guards, be they tall, short, blonde or brunette. When she shouts "OFF THE LOGS" or "KEEP THAT BOAT OUTSIDE THE BUOYS" – her word becomes law on the beach, for she is the guardian of your safety.**
>
> **-- *Davenport Times*, 1964**[103]

Because Lake Roosevelt is a navigable body of water, since the 1940s the U.S. Coast Guard has been responsible for performing boat inspections and for enforcing navigation laws and regulations on Lake Roosevelt. LARO's first Superintendent, Claude Greider, recognized that the Park Service also had a responsibility in relation to boating safety. In 1947, he told the Coast Guard that the Park Service would agree to take over the maint-enance and installation of navigation lights on Lake Roosevelt and asked whether Park Service personnel could be deputized to conduct boat inspections and enforce boating regulations. The Coast Guard informed LARO that its employees could indeed be dep-utized and would have the authority to make arrests. The Coast Guard began training LARO rangers in inspection procedures in the early 1950s, even though Park Service jurisdiction on the waters of Lake Roosevelt remained in question until at least 1956.[106]

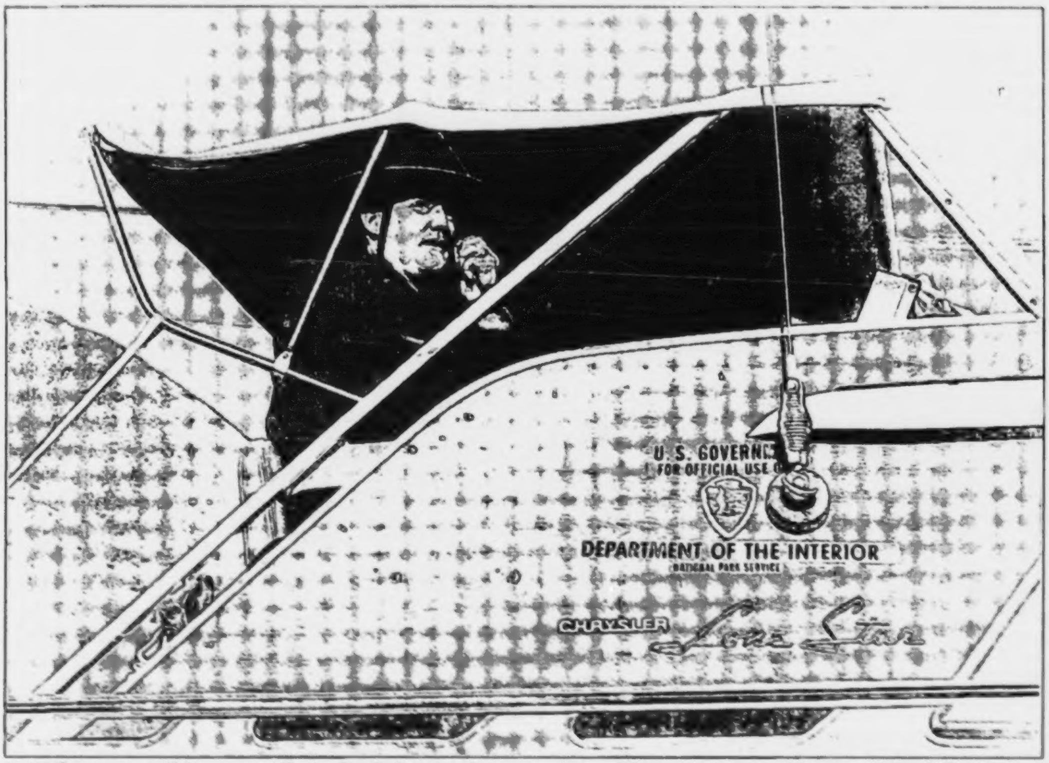
LARO rangers have conducted regular boat patrols during the busy season on the waters of each of the three districts since the 1950s. The enforcement of LARO's



Lifeguard at a LARO beach, 1964. Photo courtesy of National Park Service, Harpers Ferry Center (HFC 64-156).

boating regulations became increasingly important and complex over the years. As fishing on the lake improved, the number of boat inspections began to climb. By the mid-1960s, staff was expressing a need for more boat patrols, larger boats, more buoys and markers, and improved boat ramps. Throughout the 1960s, boating violations far outnumbered all other law enforcement offenses at LARO. For example, in 1969 there were 194 boating violations; all other offenses numbered five or less per category. In the 1970s, however, parking and motor vehicle violations began to exceed boating violations in some years.[107]

As the number of boaters on Lake Roosevelt climbed, LARO staff devised ways to make the boat inspection process more efficient. In 1976, LARO designed a windshield decal



LARO ranger talking on radio in Park Service boat, no date. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

for boat operators who had already passed inspection. Patrol boats began to be standardized to reduce training and maintenance time. Boat patrols increased 66 percent in 1978, and that year new exhibits on boating and safety information were installed at major access points. Most of the boat ramps had "ramp rangers" who provided lake information and made sure boaters understood the safety requirements (lack of life preservers was the most common mistake), but a 1978 survey found that close to 70 percent of Lake Roosevelt boaters had no contact with LARO's boating safety program.[108]

In 1977, after many years of discussing the possibility, LARO rangers took over from the U.S. Coast Guard the duty of maintaining and repairing the aids to navigation along Lake Roosevelt and the Spokane River Arm. These lights are installed as far upstream as Kettle Falls, and they help commercial log-towing tugs as well as pleasure boaters. This agreement was apparently not renewed for a period, but in 1993 LARO once again assumed responsibility for routine maintenance on aids to navigation lights and buoys. Reclamation continued to maintain its four navigation lights at the China Bar debris-control facilities. The Coast Guard maintained the channel marking buoys on the lake and also provided assistance with LARO's boating safety program, including "courtesy marine examinations" on busy weekends. As an additional navigation aid, LARO installed ten-mile markers from the dam to just south of Northport in 1988. In 1997, the Coast Guard

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approached LARO about discontinuing the aids to navigation because of budget cuts. The Coast Guard currently maintains the aids to navigation and is examining the need for improvements.[109]

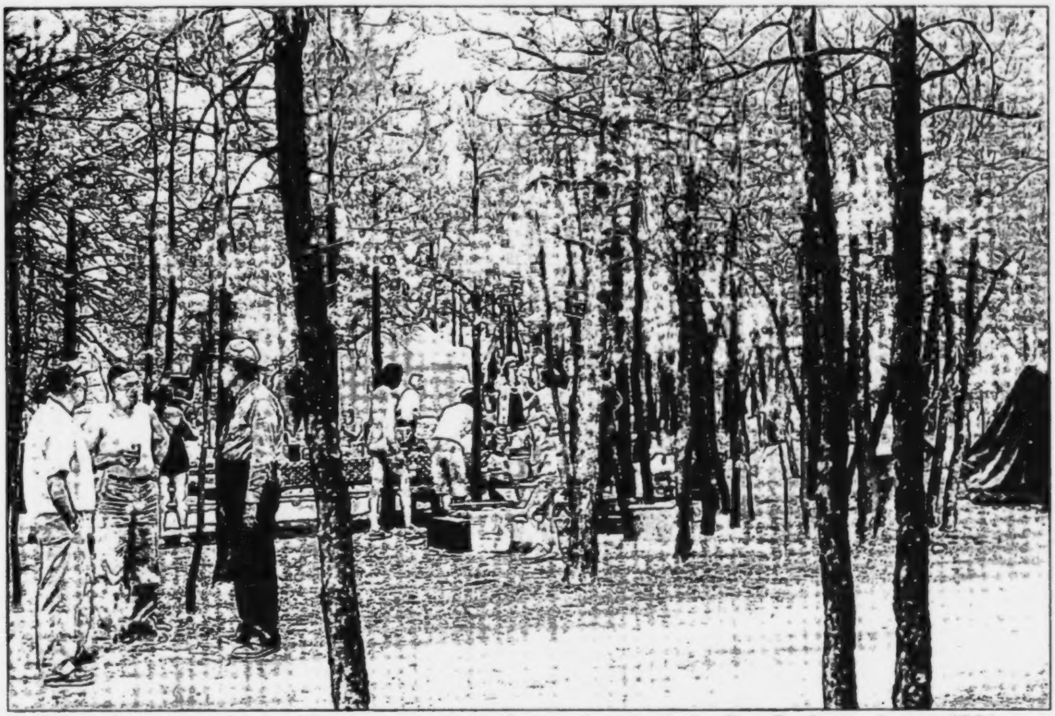
In the early 1990s, LARO, CCT, and STI staff all increased their boat patrols on Lake Roosevelt. LARO personnel began making more boat stops for inspections, partly to enforce new boat registration fees based on boat length. If serious safety violations were identified, such as not having sufficient personal flotation devices or overloading, the boaters had to return to port and correct the problem. Common boat operating violations included water skiing without an observer, jumping boat wakes with personal watercraft, and swimming in boat traffic areas. Currently, LARO personnel have some fifteen boats at their disposal, a great improvement since 1947, when the staff had only three cruisers.[110]

In the late 1990s, LARO's boating safety program was feeling the pinch of increased visitation combined with relatively flat operating budgets. Cooperating agencies and members of the public felt that the Park Service should step up its enforcement of boating regulations. In response, LARO proposed an enhanced boater safety program in 1997. This program, funded out of base funds, supports seasonal rangers who perform safety inspections at twenty-two launch ramps and on LARO's lake and rivers; develop and distribute boating safety materials to visitors and local communities; and develop and present boating safety programs. LARO rangers currently average about 600 inspections a year. Visitors appreciate the reintroduction of an annual LARO sticker that is secured to each boat that passes the safety inspection, thus allowing the rangers to bypass boats with current LARO stickers.[111]

Park Service staff has been involved since at least the 1970s in planning for emergency response in coordination with other local, county, state, tribal, and federal agencies. LARO completed a safety plan in 1992 and initiated a Hazard Communication Program. LARO staff have played a leadership role in the Emergency Services Committee of the Lake Roosevelt Forum.[112]

Law enforcement issues of the 1940s at LARO primarily involved special use permits and trespass issues. Recreational visitation was quite low, and no regulations for the NRA had yet been established. In the 1950s, enforcement of the new area regulations and follow-up on incidents such as vandalism did not require vast amounts of time for the handful of rangers at LARO. Law enforcement was still a "relatively minor activity" at LARO in the 1960s (in August 1965, for example, the Superintendent reported that only three "rowdy parties" had to be broken up, and most years rangers made no arrests). Seasonal rangers stationed at each of the main campgrounds provided information and services to visitors, and permanent rangers conducted periodic patrols of developed areas. Night patrols were done at Coulee Dam and Kettle Falls during the busy season.[113]

In an important case for LARO law enforcement, the Deputy Solicitor in 1961 held that Park Service regulations were applicable to NRAs, including LARO, and could be



LARO park ranger visiting with attendees of a Lutheran church picnic, Fort Spokane, August 1956. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area. (LARO.FS.)

enforced under the criminal provisions of the Act of 1916 that established the Park Service. But, according to the Field Solicitor in Ephrata, Washington, LARO rangers still did not have the power of arrest. This was resolved in 1970 when Congress defined the National Park System to include areas administered by the Park Service for recreational purposes. This legislation gave LARO law-enforcement personnel the authority to conduct investigations, execute warrants, carry firearms, and make arrests as at other Park Service units. But the situation at Lake Roosevelt has always been rather complex because of multiple jurisdictions. In the 1960s, law enforcement agencies with police authority on LARO land included the state police, five sheriff's offices, Washington Department of Fish and Wildlife, Park Service, Federal Bureau of Investigation, and the tribal police. On water, the agencies included the five sheriff's offices, Washington Department of Fish and Wildlife, U.S. Coast Guard, Park Service, U.S. Army Corps of Engineers, and the Federal Bureau of Investigation. The sheriff's office handled some 90 percent of the cases on land, the Park Service the remaining 10 percent.[114]

In 1970, a riot in Yosemite and a boy's death in Yellowstone focused attention on Park Service law enforcement and visitor safety issues, and Congress provided funding for a comprehensive law-enforcement training program. LARO, like other park units, worked on improving the training of its ranger force in the 1970s. One district ranger completed the Basic Law Enforcement Course at the Park Service's National Capital Training Center in Washington, D.C., in 1971, and the two others in 1972 (since 1977, this training takes place at the Federal Law Enforcement Training Center in Glynco, Georgia). Training

LARO's permanent and seasonal rangers was important because the General Authorities Act of 1970 required a law enforcement commission for rangers who patrolled parks. During this period, the NRA adopted the Case Record system for recording incidents and found it superior to previous procedures. LARO prepared a set of guidelines, "The Application of Law Enforcement to Human Behavior," as a supplement to the LARO Law Enforcement Policy Statement. Only LARO rangers with law-enforcement authority wore the National Park Service badge during this period. During the 1970s, the area's rangers handled some 200 to 450 case incidents per year.[115]

Currently, all seasonal protection rangers at LARO are required to go through a Park Service-approved nine-week training to receive their law enforcement commission. Most do this through Skagit Community College in Mount Vernon, Washington. All permanent law-enforcement rangers are required to attend the eleven-week federal training program in Georgia.[116]

> **Over the past several years (approximately 23) we have been campers at Keller Ferry Campground. . . . The last few years, drastic changes have come about. . . . We as American citizens should be able to enjoy our parks, without the fear of some hot nervous young summer ranger pulling a gun, without the disgust of using dirty restrooms, with the conveniences we think we are paying for.**
>
> **-- Judith Boekle of Wilbur to Gary J. Kuiper, LARO Superintendent, 1992[117]**

Problems in LARO campgrounds have been a long-standing concern to park rangers. In 1973, LARO imposed a ban on dogs in the major picnic areas. At Spring Canyon, NRA staff installed streetlights, patrolled until 2 a.m., and closed the day use area late at night to try to prevent teenage parties and vandalism. Despite these measures, the most common visitor complaints in 1978 involved noise at night, dogs off leash, disturbances caused by motorcyclists, and drinking. A campground host at Evans in the early 1990s complained that many if not all of the campground rules posted on bulletin boards were not enforced.[118]

During the 1980s, the major law enforcement problems at LARO involved parties at campgrounds, but other issues becoming increasingly important were encroachments, vandalism, and game and fish poaching. LARO rangers put special effort into controlling the use of unauthorized roads, mostly to protect archaeological sites. Reservoir drawdowns resulted in more citations for vandalism of exposed cultural resources and for damage to sites by off-road vehicles driving on exposed shore lands. Rangers annually handled some four hundred case incident records, one to two hundred violation notices, one to two hundred courtesy tags, and ten motor vehicle accidents. By 1988, LARO's law enforcement personnel were working basically in compliance mode due to increasing visitation, vast numbers of encroachments, personnel reductions, and a general workload increase. Pre-suppression fire monies funded large amounts of overtime to accomplish visitor protection patrols.[119]

Some seasonal positions were split between visitor and resource protection and interpretation. Many LARO staff, such as former Fort Spokane employee Tom Teaford, enjoyed the resulting variety of work. Teaford recalls that a ranger participating in a living history program at Fort Spokane was called out on a law enforcement incident, and he made the arrest while costumed as an 1890s soldier.[120]

LARO protection rangers in the 1990s were spread more thinly than in the past. Boat patrols, campground foot patrols, and safety inspections at launch ramps were all reduced. Most of the rangers' time during the busy season was spent on land dealing with visitor use management issues at parking areas and campgrounds. The total number of reportable incidents was over six hundred in 1993. In 1997, LARO had the equivalent of fourteen full-time staff in law enforcement but reported that the area actually needed twenty-three. By this time, natural resource violations constituted the majority of case incident reports. Poaching remained a particular problem. In 1990, about 35 percent of hunters were contacted by rangers. Violations included exceeding the bag limit and hunting before or after hours. Covert operations were used in investigating some poaching cases.[121]

Over the decades, LARO has signed cooperative agreements with other federal and state law enforcement agencies, the tribes, and local jurisdictions. Thus, the Park Service shares some law enforcement and emergency services jurisdiction with these entities. County sheriffs take the lead in juvenile crime cases and in criminal cases that require investigative work beyond LARO's capability. When a case initiated by the Park Service goes to trial, it goes through the federal court system if the violation involves a federal law. Most cases can be handled through the state or county court system, which LARO staff prefer.[122]

Park Service rangers and CCT tribal rangers are cross deputized under authority of a Memorandum of Agreement established in 1991 and subsequently renewed. The Park Service and the STI have a similar agreement signed in 1999. The CCT's Tribal Park Service was established in 1988, and the agreement allows tribal rangers to attend Park Service law-enforcement refresher courses. Tribal game officers had been attending LARO trainings such as the boat school, however, since at least the 1970s.[123]

One of the management headaches caused by multiple law-enforcement entities with jurisdiction over LARO's land and water in the early years was the lack of direct radio communications between the various agencies. In the mid-1980s, Park Service vehicles began to be equipped with radios that tied in to local sheriff's offices and fire districts for coordinating search and rescues, hazardous material incidents, wildfire suppression, and other multiple-agency emergencies. Tribal rangers were authorized in the 1990s to monitor LARO's frequency in order to help when radio communications between Park Service units were not possible.[124]

Two national programs have helped in recent years to fund the LARO law enforcement program: Delta 9 Drug Eradication Program and the Drug Abuse Resistance Education (DARE) program. Delta 9 was initiated in 1985 as part of a nationwide emphasis on detecting and eradicating marijuana grown in national parks. LARO coordinated this program with the BIA, sheriff's departments, and tribal police. LARO ranger staff, in preparing funding requests, described the NRA as "very attractive to those who seek isolation for their illegal activities" and mentioned heavy drug traffic in and around the area. In 1987, LARO received funding to help combat drug-related problems in the park. Both air and ground searches have been conducted to find marijuana fields and methamphetamine labs. These interagency operations result each year in the seizure of property, arrests, and the removal of plants from lands near and occasionally on LARO lands. The transporting of illegal drugs across the border in boats, and border trespasses, have not been a problem on Lake Roosevelt.[126]

The beautiful lake was a political nightmare marked by powerful crosscurrents and competing channels. . . .The story goes that if a body were found floating in Lake Roosevelt nobody would pull it out because no one knew who had jurisdiction over it. It'd just have to float around out there.

-- Lake Roosevelt Forum, n.d.[125]

In 1990, LARO management converted a permanent GS-7 law enforcement ranger to serve as a DARE instructor and to serve on a multi-agency drug task force in response to a community request and in cooperation with the Stevens County Sheriff's Department. That year, some seventy Kettle Falls students graduated from the DARE school program, which emphasizes recreation as an alternative to drug and alcohol use for children. The following year, an additional permanent ranger position was established to serve as a DARE instructor in the Grand Coulee Dam school district. Soon, the program had expanded to the Wellpinit, Nespelem, and Hunters school districts, graduating hundreds of students each year, and LARO obtained two DARE boats. Besides the benefits to the students, the program served as good public relations for the Park Service in the local communities. Today, rangers teach DARE at many schools throughout the area, such as Grand Coulee, Coulee City, Hunters, and Kettle Falls.[127]

Recreation Management in the Reservation Zone

The 1974 Solicitor's Opinion gave each of the two tribes, the CCT and STI, the legal authority to regulate hunting, fishing, and boating by non-Indians in its own Indian Zone. After that decision, the two tribes agreed to leave regulation of boating, water skiing, and swimming to the Park Service. Some LARO rangers had difficulty with this situation; in 1988, for example, several Park Service rangers chose to stay on the "NPS side" during their boat patrols simply to avoid causing problems. Today, LARO has Law Enforcement Memoranda of Agreement with both the STI and the CCT. If an emergency arises on the tribes' side of the reservoir and the NPS is contacted, LARO responds and then contacts the tribes for their follow-up. If a situation is not an emergency, LARO contacts the tribes and they handle it. The tribes do the same in reverse.[128]

Beginning in 1975, each tribe enacted separate but similar ordinances to regulate the Indian Zones that asserted exclusive tribal jurisdiction over hunting, fishing, and camping

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from the center line of Lake Roosevelt to the 1,310-foot elevation line and required non-tribal members to obtain fishing, hunting, and camping permits. This confusing situation was modified in 1980 when the CCT agreed with the state that the tribes would recognize a state fishing license on Lake Roosevelt. In that same year, LARO proposed to implement a visitor education and cooperative law enforcement program to eliminate any visitor activities on the Indian Zones that conflicted with tribal regulations. A 1993 supplement to the 1980 agreement provided that each would recognize the fishing license of the other. This meant that either a state or tribal license was sufficient for fishing on Lake Roosevelt, except for the waters within the Spokane reservation. The STI began enforcing the requirement that fishermen have a tribal fishing permit on Spokane reservation waters in 1990. In 1993, when the rights of non-Indians to fish the Spokane Arm was tested in the federal court located in Spokane, the judge ruled that non-Indians do not need tribal licenses to fish the lower Spokane River. Today, non-tribal members may fish from a boat on the STI and CCT reservations with a state license, but as soon as they step onto land they have to have a tribal permit.[129]

Throughout this period of some twenty years of contested jurisdiction over fishing regulations enforcement, LARO personnel tried to remain separate from the controversy. Earlier, the policy had been not to enforce state fishing rules and regulations except in the case of an obvious gross violation, in which case the matter would be turned over to the Washington Department of Fish and Wildlife. As LARO Superintendent William Dunmire commented in 1979:

> If we were to begin an enforcement program or accept and use State deputizations, we probably would be obligated to take on the same role in enforcing the Colville and Spokane Indian tribal fishing regulations for that quarter of the lake which is in the Indian Zone. We would prefer not to get into the issue of fishing regulation enforcement in these complicated waters.[130]

LARO's current policy is to enforce state fishing rules and regulations.

Wildland Fire Management

Preventing, detecting, and suppressing wildland fires at LARO has never been a major management concern. Total suppression of all forest fires has been the policy at LARO since it was established, unlike many other park units that now allow natural fires to burn within certain parameters. The main concern at LARO is preventing fires that originate on the narrow strip of federal lands from spreading to adjacent lands. Most of LARO's wildfires are human-caused. In the 1940s, LARO had no funds for any fire detection or suppression, so the Superintendent arranged with the U.S. Coast Guard to provide fire patrols and the necessary equipment for initial attacks. LARO and other agencies in the area agreed that the Park Service had a responsibility to be involved in fire prevention because of the potential of fires being started by visitors in the NRA. LARO began using posters and interpretive programs to spread the fire prevention message. By the terms of

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the 1946 Tri-Party Agreement, the Park Service was responsible for coordinating fire prevention and suppression efforts within the NRA except for the Indian Zones, for which the BIA was responsible.[131]

LARO worked out agreements with the Colville National Forest, the Washington Department of Conservation and Development, and county fire wardens to provide fire detection and suppression on LARO lands outside of the reservations, paying a fixed annual per-acre fee (3.5 to 6.67 cents per acre) for the services of the Forest Service and the state. In 1952, LARO began to purchase equipment for small fire caches at Kettle Falls and Coulee Dam. Appropriations for fire management remained small, around $500 per year, until the Mission 66 period. LARO's Mission 66 prospectus noted that much greater funding was needed for fire-related activities, including annual spring burning, fire trail construction and maintenance, fire equipment, payments to cooperating fire protection agencies, and structural fire protection.[133]

Fire equipment on hand at LARO in 1960:

1942 pumper truck
3 portable pumpers
3 outboard boats
6 pickup trucks
4 portable radios
3 10-12-man hand-tool caches
1 20-man hand tool cache
60 hand tools at headquarters
chainsaws
8 additional boats
2 D-4 Caterpillars
2 100-gallon sprayers[132]

Communications systems that relied on telephones greatly limited the effectiveness of LARO employees in fighting fires. In the early 1960s, the park began to receive funding for a much-needed radio system. Although LARO had no fire lookouts, several lookouts administered by other agencies covered part of the land area of the NRA. The Park Service relied on employees, visitors, residents, and travelers to report fires. LARO hired seasonal fire control aides as needed to supplement the ranger force in pre-suppression work. In the early 1960s, the written cooperative agreements had expired, but verbal mutual aid agreements continued the cooperative fire protection arrangements of the 1950s. In 1964, LARO signed an agreement with the state providing for mutual initial fire suppression on all Park Service lands plus surrounding state lands within one mile of the Lake Roosevelt shoreline, and this agreement was periodically updated.[134]

The number and acreage of LARO's fires remained small through at least 1980. At that time, the average number of fires per year was three, and the largest was in 1970, when 195 acres of federal land burned. About two-thirds of all fires involved less than one acre of federal land. LARO's 1980 Fire Management Plan re-emphasized full suppression of all fires. LARO began to use the National Interagency Incident Management System in fire emergencies in the 1980s, as did other park units around the country. This system establishes an on-scene management structure that can be used to deal with a wide variety of incidents. To aid in cooperative firefighting and other efforts, Park Service radio frequencies were incorporated into county units. LARO has also recently received some funding for equipment through the nationwide FIREPRO program.[135]

LARO occasionally used controlled burns to reduce fuel loads in developed areas and to burn vegetation in roadside ditches in the 1970s, and it allowed agricultural permittees to burn their leased lands. By 1981, the park was considering implementing a formal prescribed burn program that would help restore the historic scene at Fort Spokane, reduce fire hazard in developed areas, restore natural fuel loading, reestablish the natural influences of fire, maintain open fields, moderate insect activity, improve wildlife habitat, and control exotic plants. In 1995, Park Service representatives from the National Interagency Fire Center and the Columbia Cascades Cluster provided on-site technical assistance to LARO for establishing such a program. The NRA established burn units, personnel were trained in fire ecology, and a draft burn plan for a pilot burn project was prepared. These changes were in line with Park Service direction to use fire to enhance natural systems. LARO is currently preparing the environmental assessment for its prescribed burn plan.[136]

Conclusion

LARO's managers in the 1940s and 1950s looked at the big picture and drew up a basic framework for developing the recreation area that has changed little over succeeding decades. The sites that they envisioned as most suitable for development are, generally, the ones that receive the most use by visitors and attention from park staff today, with a few notable exceptions such as the still-undeveloped Crescent Bay.

The tremendous climb in visitation at LARO in the 1980s and 1990s, and the shift of jurisdiction over the Reservation Zone to the CCT and STI, have had significant impacts on recreation management at LARO. The national recreation area is changing with the times.

Endnotes

[1] Don Everts, phone interview with Kathryn L. McKay, 3 March 2000, notes on file, LARO.HQ; Daniel Brown, phone interview with Kathryn L. McKay, 3 March 2000.

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[4] Marion Clawson, *Land and Water for Recreation: Opportunities, Problems, and Policies* (Chicago: Rand, McNally, 1963), 27-28, 34, 49, 52, 55.

[5] Claude E. Greider, LARO Superintendent, to NPS Director, 11 Sept. 1950, file 19, box 136, RG 079-89-004, NARA-PSR; CODA, "Resource Management Plan and Environmental Assessment" (1981), 13; Greider to NPS Director, 14 July 1950, file 3, box 3, RG 079-89-001, NARA-PSR.

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[8] "Master Plan for the Preservation and Use of Coulee Dam National Recreation Area," March 1963: 8, file D18 Master Plan 1962, box 3 of 3, LARO #95 Cat #3250, LARO.HQ.PAO; LARO, "Lake Roosevelt National Recreation Area: 5 Year Strategic Plan, 1998-2002," 1997: 9, box Cultural Resource Mgmt., LARO.HQ.SUP.

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[12] Claude E. Greider, LARO Superintendent, to NPS Director, 14 July 1950, file 3, box 3, RG 079-89-001, NARA-PSR; "Superintendent's Annual Report, CODA" CY1977: 1, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Howard J. Haiges, Jr., to LARO Superintendent, 28 July, 1988, file N4617 Demography 1991-, LARO.HQ.ADM; Homer W. Robinson to NPS Regional Director, 11 Sept., 1964, file D18 Master Plan 1964-1967, box 3 of 3, LARO #93 Cat. #3250, LARO.HQ.PAO; "Public Use Reporting and Counting Instructions, CODA," 24 Feb., 1992, file N4617 Demography 199-, LARO.HQ.ADM; "Superintendent's Annual Report , CODA," CY1988: 9-10, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Roberta Miller, phone interview with Kathryn L. McKay, 29 Feb. 2000, notes on file, LARO.HQ. Miller notes that visitation spikes often seem to reflect good fishing years. She also believes that the counts do not catch all of the boat launches.

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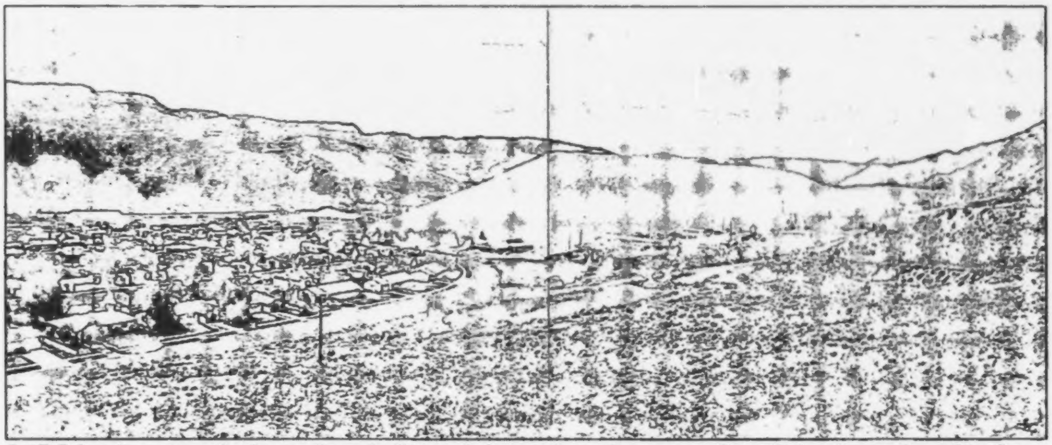
Chapter 7

Building and Maintaining the Park: Administrative and Visitor Facilities

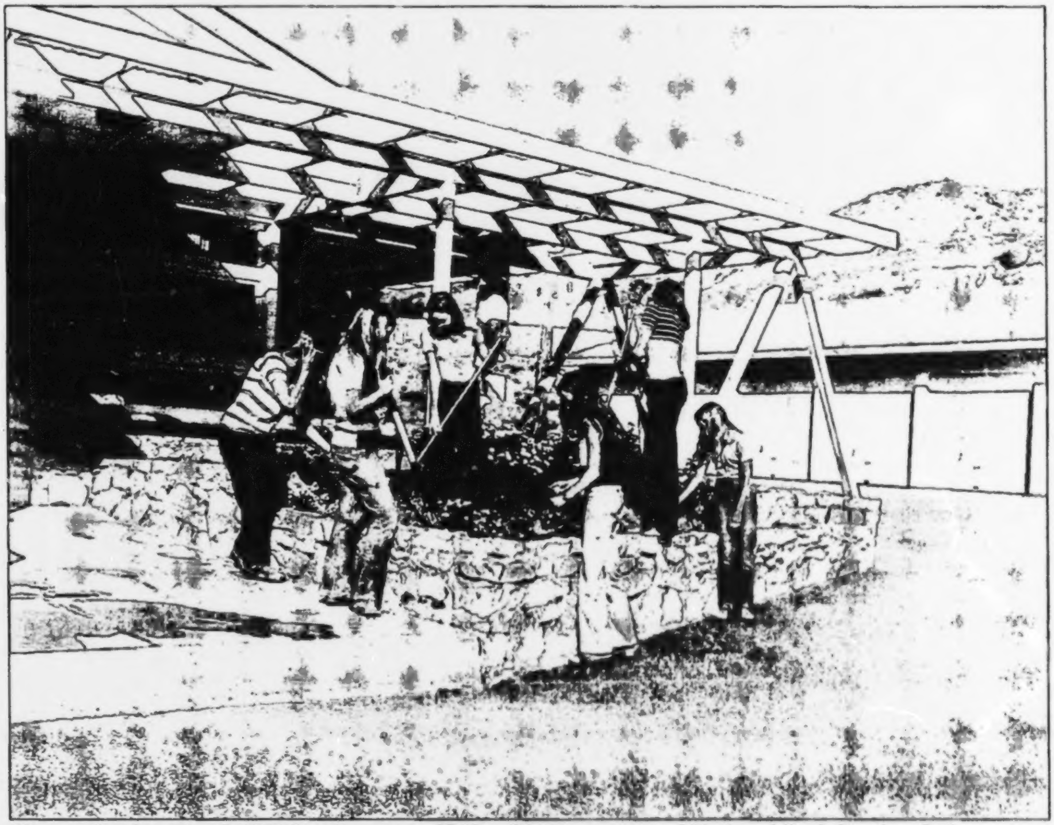
The administrative and visitor facilities at Lake Roosevelt National Recreation Area (LARO) range from headquarters to employee housing to a wide range of visitor facilities. Each new building or developed area has required planning, construction, and maintenance. Besides the facilities constructed by the Park Service, concessionaires also provide certain visitor facilities within the national recreation area.

Headquarters

The first official National Park Service facility in the Lake Roosevelt area was workspace for Park Service staff that the U.S. Bureau of Reclamation (Reclamation) provided under the terms of the 1941-1946 interbureau agreements. Between 1942 and 1952, Park Service personnel worked out of several rooms on the second floor of a temporary general store building in Coulee Dam, located near today's public rest area. The best location for permanent administrative headquarters was discussed at great length during the 1940s and 1950s. Proposed locations included Coulee Dam, Colville, Fort Spokane, Kettle Falls, Spring Canyon, and South Marina (Crescent Bay). Under the terms of the 1946 Tri-Party Agreement, Reclamation agreed to provide facilities in the Reclamation Zone for Park Service administration of the national recreation area (NRA). In 1947, Reclamation provided LARO staff with a new warehouse, four-car garage, and a small shop building next to the Coulee Dam theater to supplement the existing 600 square feet of office space. Reclamation planned to raze the temporary office building in 1952, so by the late 1940s LARO's Superintendent Claude Greider was searching for funding for the construction of a new building for NRA headquarters.[1]



LARO headquarters (in front of sand pile) and six employee houses on Crest Drive (curved road in foreground), 1967. The three houses on the right were constructed in 1966. (File A94 3rd Power Plant: Other Ramifications 1966-76, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.)



Women landscaping LARO headquarters, 1960s. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

In January 1952, the small Park Service staff moved temporarily into the Reclamation field office on the main highway to Coulee Dam. A week later, Greider commented approvingly to the Regional Director that the modern building overlooked Lake Roosevelt, was convenient to the public, and was "all that can be desired."[2] LARO's new offices consisted of three rooms totaling 1,138 square feet. The Park Service paid Reclamation an annual fee for utilities and other services for these and other facilities at Coulee Dam. LARO's stay in this building was short-lived, however. In late 1953 or early 1954, LARO headquarters moved to a building that had been occupied by Reclamation's Parks and Street crew on Crest Drive. The Park Service also used adjacent outside storage space. LARO agreed to maintain the building and Reclamation to provide electricity, sewer and water service, and garbage collection, for which it was reimbursed.[3]

LARO staff continued to examine the possibility of relocating headquarters to a more central location. During the Mission 66 period, LARO personnel favored Fort Spokane, but the Regional Office favored retaining headquarters in Coulee Dam, partly because of the continuing possibility of LARO taking over the administration of recreation on Banks Lake. In the spring of 1959, as part of the privatization of the town of Coulee Dam, LARO received jurisdiction and control over the headquarters building on Crest Drive and an adjacent 5.7 acres of land. The Park Service paid Reclamation over $93,000 for the administration building and almost $37,000 for a garage and shop in Coulee Dam. LARO used Accelerated Public Works money in the fall of 1962 to convert the attached glass greenhouse into 2,250 square feet of additional office space.[4] This complex still serves as LARO's administrative headquarters.

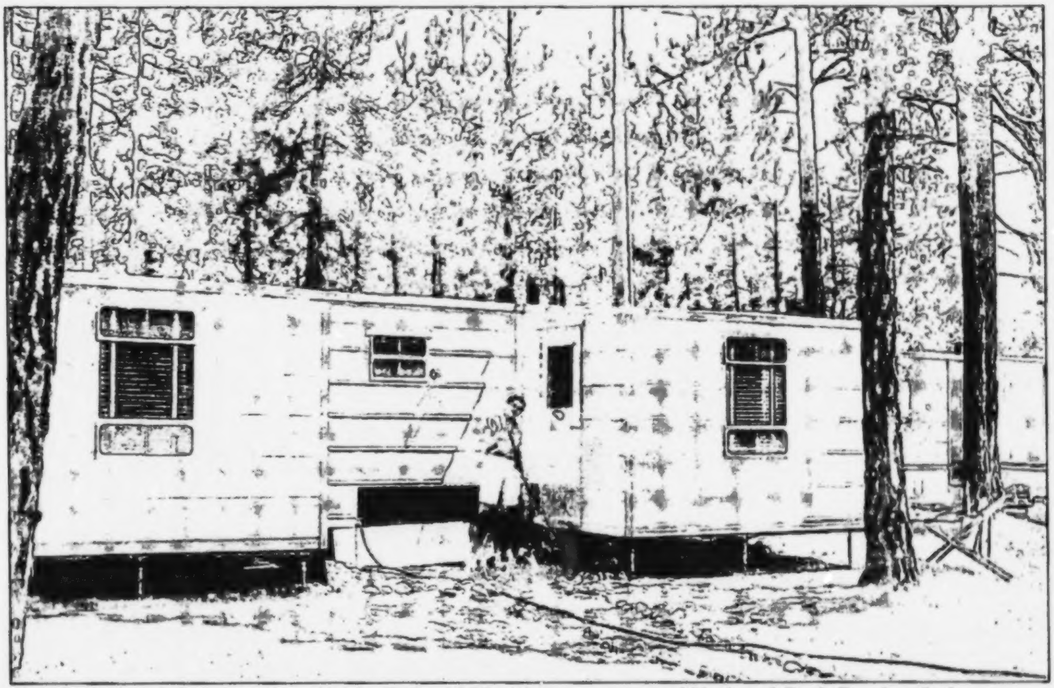
Employee Housing

Housing for LARO employees was first provided in the town that is now known as Coulee Dam. This community was constructed in the 1930s as Mason City, headquarters for the Grand Coulee Dam contractors. Residences, barracks, businesses, a high school, and dining halls were built almost immediately. Across the river was Engineers Town, a showplace government town for Reclamation engineers that is now the western section of Coulee Dam. From the start, Mason City was heated only by electricity. When the dam was completed and the contractors moved out, Reclamation took over Mason City.[5]

In the 1940s, when only a handful of Park Service personnel worked out of Coulee Dam, Reclamation used a point/drawing system to allot housing in Coulee Dam, based on seniority, size of family, rank, years of service, and other factors. But Frank Banks of Reclamation did manage to save a "choice" residence for Claude Greider, the Park Service Recreation Planner assigned to live at Coulee Dam in 1941. According to the 1942 Reclamation/Park Service agreement, however, other Park Service employees had to "take their chances" through the point system for their living quarters. In other words, they were given no assurance of being able to obtain government housing. By 1948, Greider was complaining that the houses provided in Coulee Dam by Reclamation were inadequate, and he included proposals for eight residences and five apartments for employee housing in the recreation area's 1948 Master Plan. Reclamation agreed to reserve vacant lots in Coulee Dam for Park Service employee housing.[6]

In 1950, Congress appropriated $48,600 to construct three five-room dwellings in Coulee Dam for Park Service housing, and they were completed that December at 606, 608, and 610 Crest Drive. The occupants paid Reclamation for utilities plus an annual charge for amortization of Reclamation's investment in municipal improvements. Some locals strongly criticized the construction of Park Service housing before recreation sites had been developed. For example, the manager of the Grand Coulee Navigation Company, a LARO concessionaire, commented in 1951, "There is a strong and growing feeling among the people of this area that their tax money is being used to provide salaries and superior living quarters for government employees rather than for development of a recreational area to the benefit of the public."[7]

The town of Mason City (Coulee Dam) declined in population in the early 1950s as Reclamation converted from dam construction to long-term operation and maintenance. In 1953, a study recommended that the 450 federally owned temporary houses and the shopping center be sold to the residents. Congress authorized the conversion from government town to self-governing community in 1957, and the sale was essentially completed the following year. The Park Service, of course, was concerned that it might



Transa-house for seasonals at Kettle Falls, 1957. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

lose its three new houses and the use of three Reclamation houses rented by LARO employees. In 1959, Reclamation transferred to the Park Service the three lots with Park Service houses plus two Reclamation houses that were already being used by Park Service employees (425 and 804 Yucca). In addition, four permanent Park Service employees owned their own homes in Coulee Dam. LARO acquired ten town lots for future residences in Coulee Dam in 1960, probably as a no-fee transfer from Reclamation.[8]

The challenge of providing housing to employees subject to frequent transfers continued in the 1960s. The volatile housing market in the general Lake Roosevelt region hindered LARO's planning efforts to meet housing needs. The construction work on the third powerhouse during this period led to the removal of nine businesses and fifty-seven residences in Coulee Dam; housing once again grew scarce. The Park Service built three new residences in Coulee Dam in 1966. The three Park Service houses on Crest Drive built in 1950 were located within the Reclamation "taking line" and were scheduled to be moved in 1968. LARO Superintendent Howard Chapman wrote, "I believe we should not be stampeded into moving without a careful appraisal of the situation." In the end, however, the three older houses and one other were moved to new locations in Mason City. LARO turned the three houses built in 1950 plus the one at 804 Yucca over to the Bureau of Indian Affairs between 1983 and 1994.[9]

Outside of Coulee Dam, the housing situation for LARO employees was "most unsatisfactory" in the 1950s, according to LARO's Mission 66 Prospectus. No housing in the Fort Spokane area was available, and there was an acute shortage of housing in Kettle Falls. In 1957, LARO installed three "transa-houses" (small, modular frame houses) at Fort Spokane and one portable building and two transa-houses at Kettle Falls so that seasonal and permanent employees could live close to their work sites. The nationwide trend towards standardized Park Service residences did not affect LARO employee housing until 1962, when two standard Mission 66 residences were built at Fort Spokane.[10]

By 1963, LARO's employee housing situation had improved somewhat to include nine permanent and fifteen temporary quarters. The rates charged the occupants were based on rents charged in Omak, Colville, and Spokane. LARO administration continued to work on obtaining more housing for the growing staff. In the 1970s and 1980s, the Columbia Basin Job Corps out of Moses Lake built portable seasonal quarters for LARO employees at all the major campgrounds, replacing some seasonal trailers and the transa-houses. A new seasonal housing area at Fort Spokane was established in 1973. By 1979, employee housing had increased to eight houses at Coulee Dam, five at Fort Spokane, and five at Kettle Falls, plus fourteen trailers at seven sites. In general, maintenance staff was hired locally and did not require housing, and seasonal employees were often unmarried and could live in shared housing.[11]

During the 1980s, LARO formalized its planning for employee housing by preparing a Housing Management Plan. Quarters continued to be added and subtracted; for example, two permanent quarters in Coulee Dam were surplused in 1985 as part of a plan to reduce housing at headquarters. In 1986, as the result of an analysis showing that seasonal rents did not even cover the cost of utilities, all rates were recalculated and increased. In 1988, the annual rents ranged from $4,212 for a Fort Spokane house for a permanent employee to $460 for a trailer for a seasonal at Hunters. A 1993 rent appeal by employees living in government housing in the Fort Spokane District resulted in refunds to fourteen LARO employees. The appeal was based on the assertion that rents should be based on those in the nearby Davenport area rather than the Spokane metropolitan area.[13]

1996 Employee Housing at LARO:

Coulee Dam – 3 permanent houses, 1 seasonal trailer
Spring Canyon – 1 seasonal house, 2 seasonal trailers
Keller Ferry Campground – 1 seasonal house
Fort Spokane – 3 seasonal houses, 2 seasonal trailers, 2 permanent houses
Porcupine Bay Campground – 1 seasonal house, 1 seasonal trailer
Hunters Campground – 1 seasonal trailer
Kettle Falls area – 2 seasonal trailers, 2 permanent houses, 1 seasonal house
Evans Campground – 1 seasonal house[12]

Because of the short season and the difficulty in obtaining rental housing locally, LARO felt that providing housing was critical to recruiting seasonal employees. From the end of the Mission 66 program in 1966 until 1988, no significant funding was available for Park Service units to build or rehabilitate employee housing. Starting in 1989, however, the Park Service received funding through a Housing Initiative for major rehabilitation and trailer replacement along with line-item funding for construction of new or replacement housing. LARO established partnerships with the Park Service's Rocky Mountain System Support Office and the Washington, D.C., Office in 1996 to obtain designs for a four-bedroom dormitory and a duplex. By the late 1990s, LARO policy emphasized providing park housing to seasonal workers, and one of the park goals was to remove, replace, or upgrade to good condition employee housing classified as in poor or fair condition. The last trailer at LARO was removed in 1999.[14]

With sixteen houses and eight mobile homes in 1988, LARO staff felt no additional housing was necessary. With the exception of certain employees who had to occupy government housing in order to provide visitor services and to protect government property, all other LARO employees were assigned housing under competitive bidding using a point system based on salary, number of dependents, and years of government service. LARO staff preferred to retain three houses in Coulee Dam while they evaluated the impact of the anticipated rapid expansion of concession operations at Grand Coulee and Keller Ferry. In response to Congressional concerns in the mid-1990s about the Park Service housing program, housing built for permanent employees' use was re-designated for use by seasonal employees as the units were vacated. The park is trying to keep a permanent employee in residence at Fort Spokane grounds to address visitor and resource protection concerns.[15]

Roads

When LARO was established in 1946, a number of roads already existed within the NRA. As is true today, state and county highways paralleled the lakeshore and provided the major access and approach roads to Lake Roosevelt. LARO employees have been concerned primarily with the access roads that lead to the park's developed areas. Park Service staff in the 1940s felt that the construction of approach roads to recreational sites was of primary importance to developing the NRA, partly because good access roads would allow concessionaires to develop particular sites. As soon as funding was available for construction, in 1950, the roads to the Kettle Falls, Fort Spokane, and North Marina recreation areas were improved. By the late 1950s, LARO had some twenty-seven miles of primary and secondary roads within the NRA boundaries. Most were graded and graveled to a minimum standard "to preserve the primeval effect of the shoreline,"[16] but those in areas of heavy use were paved. LARO also maintained many spurs, loops, parking areas, interchanges, and terraces.[17]

Mission 66 proposals related to LARO's roads involved improving existing roads and building new roads to provide access to proposed new areas. Some seventy-three new miles of roads were proposed to be added to the existing twenty-three miles under the roads and trails budget of $90,000. In some years of the Mission 66 program, road improvements were the largest item. LARO maintenance crews maintained the roads within the NRA, and local, state, county, and city crews worked on the roads on an equipment-rental basis. One of the on-going jobs was making sure that old roads that ran right into the reservoir were well marked or barricaded. During the 1970s, routine maintenance work continued with re-surfacing and grading roads and parking lots. The roads in the NRA have not yet reached the levels anticipated in the Mission 66 prospectus; as of 1994, the total road mileage was sixty miles, of which twenty were abandoned roads.[18]

LARO prepared a preliminary inventory and survey of needs for roads within the NRA in 1980 that provided sufficiency ratings compared to national standards. The Surface Transportation Assistance Act of 1982 authorized the Federal Lands Highway Program to implement phased improvements of Park Service roads. As a result, the Park Service conducted Servicewide transportation planning for all public use and administrative park roads. LARO maintenance staff worked with the Denver Service Center and the Federal Highway Administration on an updated road inventory and needs study, campground road classification, and road improvement study. The resulting report concluded that LARO's roads were generally in fair to good condition, despite some deficiencies, and it made specific recommendations for construction and maintenance projects.[19]

Road maintenance equipment at LARO in 1980 consisted of three 2 ½-ton trucks, one backhoe, and two tractors. Maintenance crews at that time spent 2 to 5 percent of their time on road maintenance. The work included mowing the roadsides, repainting traffic stripes, plowing snow, irrigating several locations, and picking up litter along roads.[20]

Increased visitation beginning in the 1970s led to visitors venturing into previously little-used areas of LARO, many driving off-road vehicles (ORVs). Old farm and logging roads were opened up, and new trails were created to access the land exposed during the winter drawdowns. Some visitors destroyed physical barriers in order to access particular spots. This spread-out use created problems with sanitation, fires, soil erosion and compaction, disturbance of wildlife, damage to cultural resources, and noise (particularly in the Crescent Bay Lake area).[21]

Executive Order 11644 (Use of Off-Road Vehicles on Public Lands) issued in 1972 directed federal land-managing agencies to develop regulations and designate areas of use for ORVs. In 1974, the Park Service closed all National Park System areas to ORV use except those specially designated as open by Federal Register notice or special regulation. In 1980, LARO employees installed about three hundred barrier posts, and the following year LARO rangers instituted special measures that were only partly successful to control the use of unauthorized roads by ORVs. LARO's 1982 Resource Management Plan identified ORVs as a major management problem and recommended a survey, policy development, barricading of sensitive sites, and restoration of damaged areas. In 1982, a survey recorded over fifteen kilometers of unauthorized roads in the Fort Spokane district, most accessible by two-wheel-drive vehicles from public road systems and not associated with ORVs. The survey provided a method for classifying LARO's roads, and it resulted in the closure of many of the unauthorized roads in that district.[22]

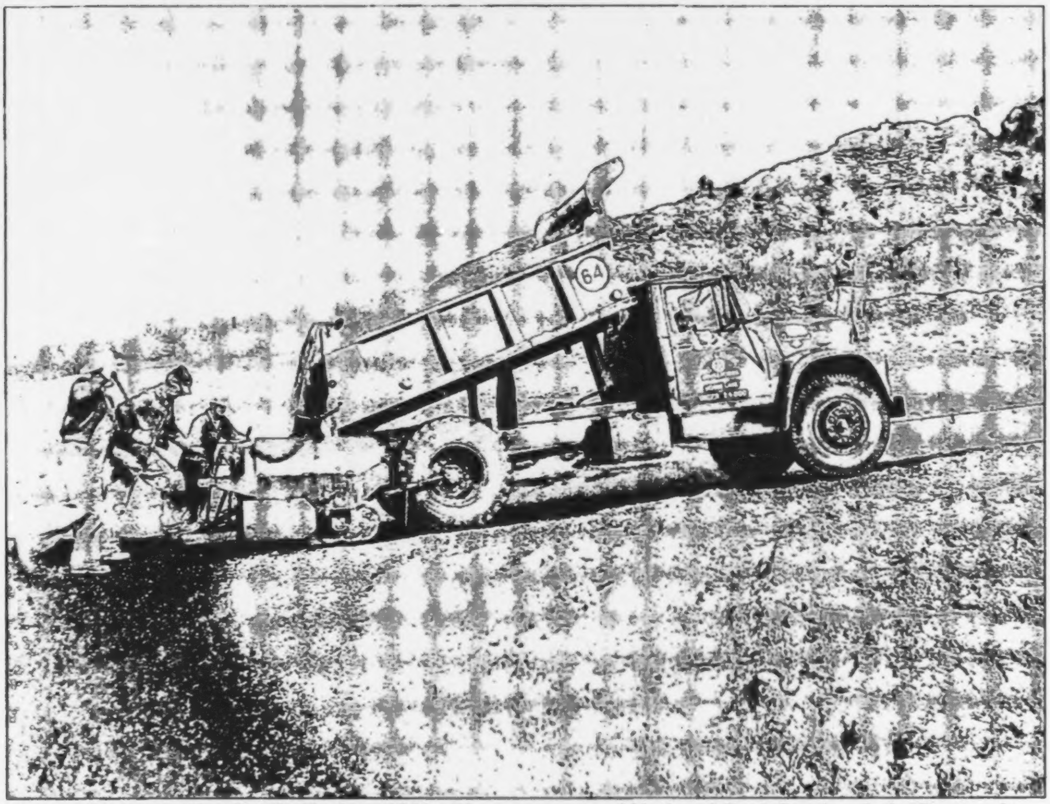
One area that received special attention was Rattlesnake Canyon east of Crescent Bay Lake, where motorcycles and ORVs were causing erosion and noise pollution. In 1982, LARO and Reclamation banned ORVs from the area. Although LARO staff prepared draft ORV regulations in 1982, they proved controversial and were not enacted. Instead, staff recommended a review of the current status and preparation of a management plan that would designate ORV routes as required by the 1972 Executive Order. Finally, in 1992, LARO established a new policy restricting motor vehicles to established roads within the NRA and specifically prohibiting their use in drawdown areas. This decision was made primarily to protect archaeological sites. Two years later, the Colville Confederated Tribes (CCT) also restricted non-member ORV use, including snowmobiles and dirt bikes. Regulating ORV use is not currently a significant issue for LARO's law-enforcement personnel; the problems are small in scale and mostly occur during drawdown periods.[23]

Owners of land adjacent to certain roads within the NRA have requested easements for access roads over the years. One example is the road to the Spring Canyon developed area. In 1952, the Julius Johnson estate gave land for this road and other purposes to the Park Service, and the road was constructed a couple of years later. At least one person was given verbal approval for infrequent access to his land from the road for agricultural purposes. In 1986, several requests were made for residential access from the road to proposed subdivisions. The Park Service opposed all these requests because they believed that other practical access routes existed and because they did not want to grant an easement and set a precedent. In the early 1990s, LARO formalized its easement policy by stating that no new roads would be considered for easement recommendation to Reclamation; that any easements had to remain open to the public; and that adverse impacts to the NRA must be minimal or non-existent. Some easements were granted on roads predating the acquisition of the lands by the federal government and in cases where the Park Service had made previous commitments to provide easements.[24]

Until recently, the Park Service was not authorized to participate financially or otherwise in road maintenance projects on roads outside the NRA boundaries. This has led to some difficulties at LARO. For example, in the 1980s many residents along the county road between Laughbon's Landing and Porcupine Bay, built by a developer, complained about the dust generated along the gravel road. LARO and Lincoln County and the homeowners all agreed the road should be paved. County commissioners were unwilling to spend money on the road because a very high percentage of the traffic consisted of Porcupine Bay campground users. Eventually, however, the county did pave the road.[25]

Trails

LARO has not developed an extensive trail system, primarily because the NRA consists of a narrow strip of land along the shores of Lake Roosevelt and is not particularly conducive to hiking. The Mission 66 prospectus for LARO proposed a lakeshore foot trail running the entire length of the lake with layover points and shelters spaced a day's hike apart, but this has not been constructed. In 1972, LARO had only one trail more than one mile long: the self-guided interpretive trail at Fort Spokane. LARO considered



Constructing a trail at North Marina, 1963. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

constructing a nine-mile trail between Fort Spokane and Porcupine Bay in 1979, but this was never built. A number of trails were constructed in the 1970s, so that in 1980 LARO had six trails totaling 3.83 miles: Bunch Grass Prairie Nature Trail, Lava Bluff Trail, Fort Spokane interpretive trail, Fort Spokane campground trail, Kettle Falls interpretive trail (connecting campground and beach), and St. Paul's Mission trail. Of these, the Fort Spokane interpretive trail was the most popular, with highest daily use in 1979 of sixty-five visitors. By 1987, LARO had nine miles of trails.[27]

> **Due to the large water area and small land base, we have not developed a major emphasis on trails. . . . The southern half of the lake is quite dry and hot with limited hiking interest even though I find spring and fall very pleasant to kick around in the sagebrush. (Snakes are somewhat of a deterrent!)**
>
> **-- Jerry Rumburg, LARO Chief of Interpretation, 1981[26]**

Sewage Disposal and Electric Lines

In 1943, when Park Service personnel were preparing the layouts for various recreation sites along Lake Roosevelt, the Regional Engineer commented that sewage disposal was probably the greatest technical problem the Park Service would face. He recommended locating comfort stations high enough so that the necessary drop in elevation to disposal fields could be provided. The initial sewage facilities at LARO were septic tanks/leach fields for buildings and pit toilets.[28]

A good example of LARO's creative re-use of surplus materials was the conversion of short-term air-base runway landing mats into liners for outhouse pits. Maintenance workers stored "tons and tons" of these 14-inch-wide interlocking mats at the yard at headquarters, according to former LARO employee Don Everts. They welded them together to form boxes. The mats were pierced with holes that were "about the size of a coffee cup. There was enough to keep the solids in and the fluids would run out." Everts noted, "It made a real good pit. . . . .You just dropped them in the hole with a backhoe and backfilled it and there you had it." Unlike wooden pit liners, which rotted quickly, these steel liners lasted virtually forever. The recycled mats worked well in LARO's many outhouse pits until the Mission 66 program called for the replacement of pit privies with vault toilets.[29]

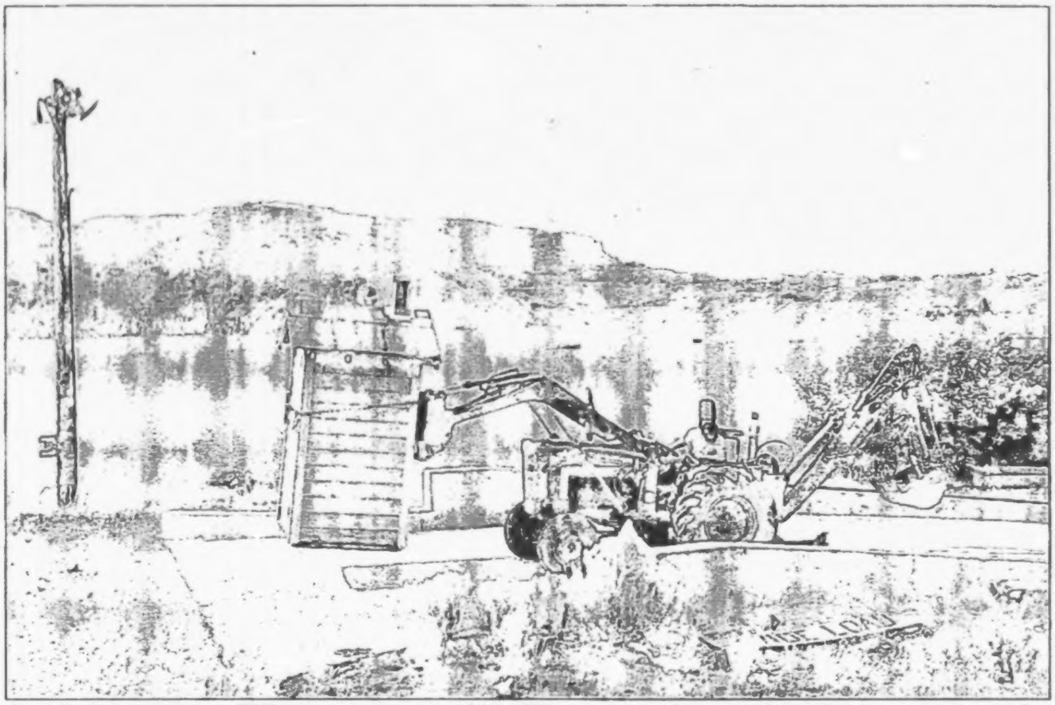
As visitation to LARO increased in the 1970s and 1980s, so did problems associated with sanitation. Assistant Superintendent Kelly Cash quipped in 1989, "People are camping on beaches. Human waste is a problem. On some of the beaches, it looks like a Kleenex factory has exploded."[30] By the 1980s, most of LARO's pit toilets had been replaced with vault toilets, and several comfort stations had running water.

Campers on beaches without sewage disposal facilities are required to bring portable toilets with them. Today, sewage is not a significant problem at LARO.[31]

In the early 1970s, LARO used Regional Reserve funding to convert some of its overhead power lines in developed sites to underground, in accordance with Park Service policy on utilities for recreation areas. This costly project to improve the appearance of the sites was mostly done by contractors. LARO's 1990 Special Park Use Management Plan required all existing electric lines to be underground within the NRA. This raised concerns with local electrical utilities. All or almost all the lines are now underground within the recreational area boundaries.[32]

Trash and Hazardous Materials Disposal

Trash disposal by visitors, both on water and on land, was another important concern at LARO in the early years. The general practice in the 1950s was to put garbage in a sack and toss it into the deep waters of Lake Roosevelt (LARO Superintendent Greider recommended taking the trash ashore and burying it). By 1963, LARO employees were collecting some 26.5 tons of garbage per week from the various campgrounds. Trash was disposed of by burning in incinerators or disposal in landfills. Some campgrounds had sunken-barrel trash containers in which the garbage was periodically burned. In 1976, a Park Service directive instructed all units to attempt to have all solid waste disposed of outside the park by private contractors, giving preference to sanitary landfills over incineration. LARO's maintenance personnel then began collecting the trash and hauling it to landfills in Coulee Dam, Davenport, and Kettle Falls in plastic bags.[33]



Installation of privy at Tiffany campground, 1961. This was one of many privies that were constructed out of prefabricated panels by crews living and working on a Reclamation barge that traveled from one campground to another. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

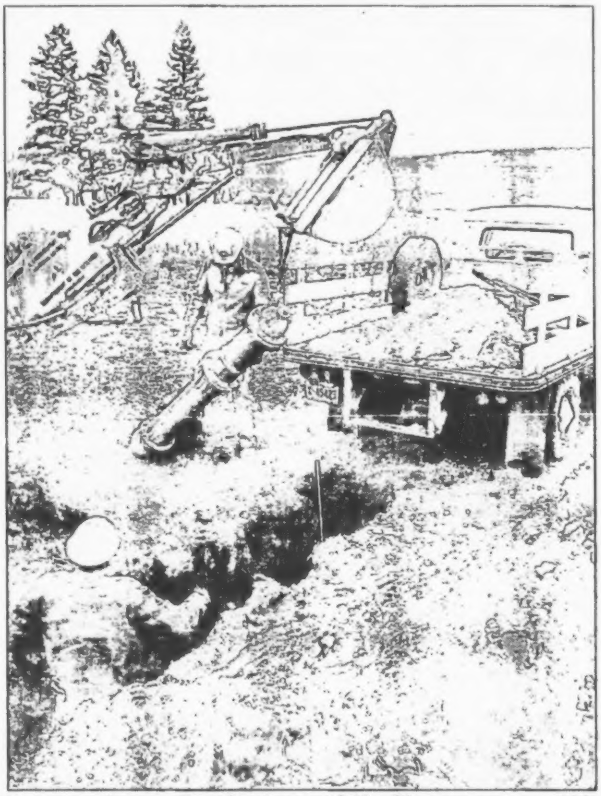
LARO began annual park-wide hazardous waste surveys in 1987 in response to increased state and federal regulations and awareness of the human health hazards associated with toxic wastes. In cooperation with Reclamation, LARO maintenance personnel developed procedures for identifying and disposing of hazardous substances and containers, based on national guidelines. Hazardous wastes hauled away as part of LARO's ongoing safety program include unused pesticides, lead-based paints, and automotive shop oils and solvents. The 1997 Resource Management Plan acknowledged that LARO needed to identify hazardous materials used in the park, clean up hazardous waste sites, and train Park Service and concession employees on the issues. LARO staff is currently preparing a Hazardous Materials Management plan.[34]

Gasoline and chemicals are shipped by railroad, trucks, and ferries around and through the NRA. Park Service staff responds to accidental spills of hazardous and/or toxic substances from commercial or private sources throughout the Lake Roosevelt area. The park developed an Oil and Hazardous Substance Spill Plan in 1989. The park has spill containment supplies that are available at various sites. In the 1990s, park staff worked with the Lake Roosevelt Forum's emergency services committee to develop a regional spill response plan.[35]

LARO's underground storage tanks became an issue in the late 1980s because of new Environmental Protection Agency standards. The park began phasing out its gasoline operations in many areas of the park and instead provided vehicles, boats, and equipment with credit cards for use at service stations. The park prepared a Storage Tank Management Plan in 1991 for the nineteen regulated tanks used by park and concession staff and for the four unregulated tanks at Park Service headquarters. By 1993, LARO had only three underground storage tanks.[36]

Domestic Water Supply

The domestic water supply for LARO relies on wells and springs. Year-round wells have always been a challenge. The annual winter drawdowns make some wells and pumps unusable since the groundwater levels near the lake are within a few feet of lake level and fluctuate as the lake does. Through agreements with Reclamation and the Washington Department of Health, LARO installed a series of small water systems at its developed sites in the 1950s. Because they used seepage water from Lake Roosevelt, they did not function during the winter. Some wells eventually failed completely.[37]



Laying water pipes at Fort Spokane, 1963. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

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LARO maintenance worker Don Everts remembers that he and his co-workers "got a little fascinated with drilling for water" in the 1950s. At Fort Spokane, for example, U.S. Geological Survey geologist Fred Jones used a drill rig to dig a well that did not produce any water, and the Geological Survey was not willing to try again without reimbursement. Superintendent Hugh Peyton then turned the job over to Everts, who read all he could find on drilling wells. Everts decided to "blow" the well drilled by the Geological Survey using dry ice brought in from Spokane. They lined the well with rubber and dropped cakes of dry ice down the hole. They were standing on top when the water reached the top and literally blew them off – the water shot fifty feet into the air. After dropping more ice down the well and watching the water blow out a number of times, they pumped the water out of the hole and dropped a pump in it. They never pumped it dry after that. Water for several restrooms and all the campground water came out of that "dry well."[38]

By the late 1960s, twenty-two of LARO's thirty-five developed campgrounds and picnic areas had water supplies, some adequate and some inadequate. LARO continued to experience problems with wells that went dry during low reservoir levels. In 1969, LARO asked the U.S. Geological Survey to help investigate the availability of additional water supplies at all campgrounds and picnic areas. It was found that groundwater, preferred over surface water because it did not require treatment, could be obtained at most of LARO's campgrounds. The chemical quality of the groundwater was found to be good, although hard and in some places high in iron.[39]

Sampling of LARO's drinking water at campgrounds in the 1960s and 1970s found that some water supplies occasionally had high coliform levels. Treatment consisted of the installation of chlorinators and iodinators. Generally, the lower end of the lake maintained acceptable coliform levels. Two of LARO's sixteen water systems that used wells (Kettle Falls campground used city water) were closed in 1975, and the Park Service began sampling all water systems twice a month when they were in use. In 1976, new drinking water standards became effective with the passage of the Safe Drinking Water Act. District rangers were required to sample drinking water systems on a regular basis.[40]

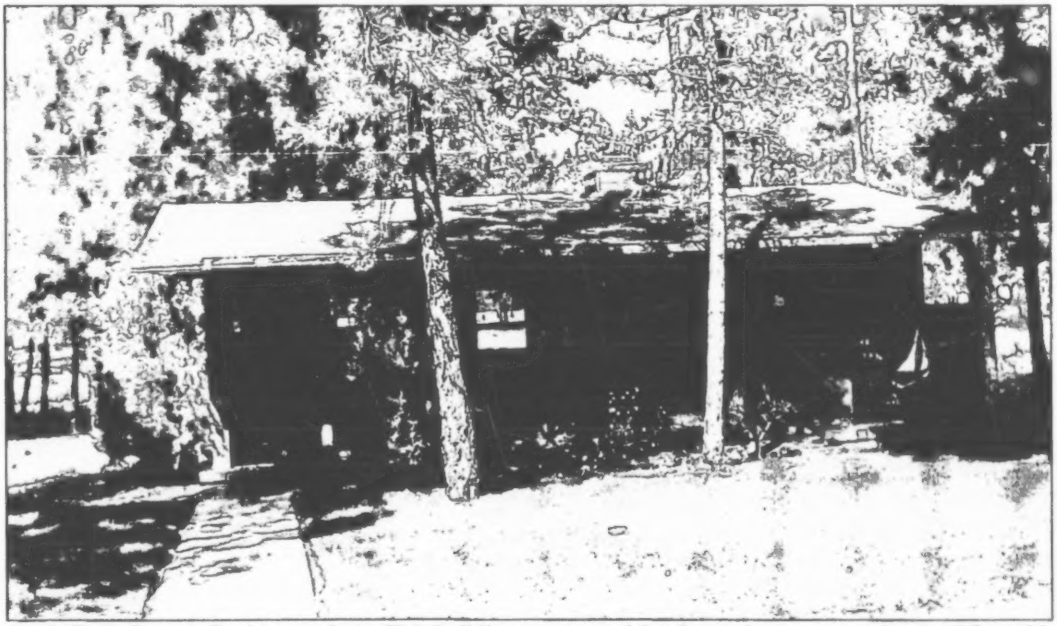
As regulations on drinking water tightened, the time spent by LARO personnel monitoring water supplies also increased. In 1979, LARO expended 283 person-hours, 7,206 vehicle miles, and 12 boat hours on water sampling and monitoring. Even so, in 1980 eight out of seventeen quality failures in the region occurred at LARO. Two wells were closed until disinfection equipment could be installed, and LARO planned improvements at several water supply systems to comply with national standards. As a result, six new wells, two pumping units, and fifteen iodinators and chlorinators were installed. By 1997, all twenty of LARO's wells had treatment systems, and they all had satisfactory microbiological quality.[41]

The largest spring within LARO is the historic spring at Fort Spokane, first used by the military and now by the Park Service. In 1994, the Park Service filed a formal protest with the Washington Department of Ecology against a planned large withdrawal of water for a nearby proposed recreational vehicle park because it was believed to threaten the spring. The permit is currently on hold until a state moratorium for new water rights on the Columbia River is lifted.[42]

Maintenance

In the 1940s, the primary maintenance tasks at LARO involved minor or routine work on Park Service equipment such as vehicles and boats and on the radio communications system; there were no government facilities to maintain. Reclamation employees in Reclamation shops did all major repair work on Park Service vehicles. Reclamation also frequently loaned heavy equipment to LARO personnel. The park's first two permanent maintenance positions were established in 1962. LARO's maintenance employees have traditionally been mostly seasonal workers who already lived in the area when they were hired.[43]

LARO began to acquire and develop more equipment, buildings, and recreational facilities in the 1950s. Many of the boats, vehicles, and pre-assembled buildings were military, Reclamation, or other federal agency surplus. By 1950, the NRA had five boats and a warehouse/workshop building in the North Marina area (the latter was locally referred to as the "hobby shop"). LARO put up a corrugated aluminum building at Kettle Falls in 1951 to store picnic tables, noxious weed eradication supplies, and other materials. Soon the Park Service owned several residences and garages, all of which were maintained by NRA maintenance crews. As recreational sites were developed, LARO added comfort stations, bathhouses, and visitor contact stations to its facilities.[44]



Kettle Falls Ranger Station, no date. This building was one of the first to be constructed at LARO, and it is still in use as a contact station. Photo courtesy of National Park Service, Harpers Ferry Center (HFC 64-155).

Park Service equipment shed at Kettle Falls, 1960. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

LARO maintenance crews were responsible for a great variety of tasks, including road maintenance, equipment repair, facility maintenance, landscaping, grading beaches and placing log booms, maintaining communications systems, maintenance and extension of boat launch ramps, installing floating comfort stations, trail maintenance, building concrete fireplaces and other campsite amenities, maintaining utilities, plowing snow, and fencing. Most of the building maintenance was done between September and May rather than during the visitor season, and lakeshore facilities were often worked on during the annual winter/spring drawdowns.[45]

LARO employees went over the catalogues of General Services Administration surplus property published three or four times a month and put in requests for items they wanted, ranging from vehicles and boats to smaller items such as buoys and cables. Later Superintendents may not have been as enthusiastic about searching for used equipment,

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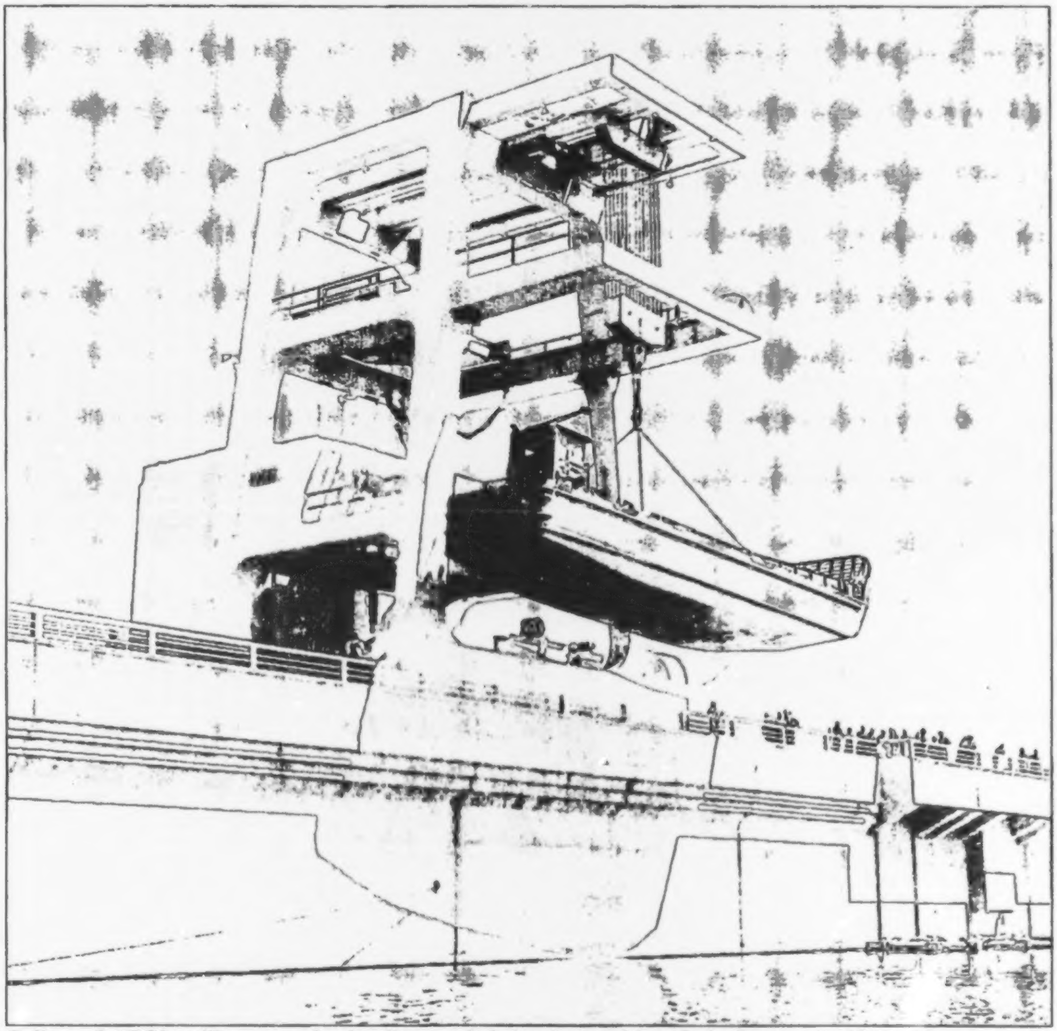

***Pelican*, LARO's military-surplus landing craft, being lowered into Lake Roosevelt, 1961. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).**

but Hugh Peyton and Homer Robinson saw the savings and rose to the challenge. All of LARO's early boats were surplus from government agencies. One, a thirty-six-foot Criscraft, was fast and expensive, popular with Regional Office staff and resented by local people. LARO Superintendent Homer Robinson obtained LARO's military-surplus fifty-six-foot flat-bottomed landing craft (named the Pelican but renamed the Heron by mistake during an overhaul) from a Navy yard in Seattle. This watercraft proved to be extremely useful for establishing boat-in areas and for cleaning floating debris because it could haul trucks and bulldozers and other heavy equipment to sites that lacked road access.[46]

One of LARO's unusual acquisitions during the 1950s was heavy cast-iron practice bombs with fins on the back ends. Don Everts hauled two or three truckloads to LARO

LARO personnel converting oil drums into garbage cans, 1957. Photo courtesy of National Park Service, Lake Roosevelt National Recreation area (LARO.HQ.MENG).

from a military air base, and NRA personnel painted the bombs white and installed them fins down as guard rails. Everts thought they were "a work of art" and unrecognizable to the average person, but someone from the Regional Office in San Francisco recognized the surplus practice bombs and ordered them replaced immediately with concrete posts.[47]

This place was built on surplus material.

-- Don Everts, LARO employee 1951-1982, 1999[48]

LARO personnel during the 1950s and 1960s generally exhibited a "can do" attitude that permeated every aspect of their jobs. The Superintendents gave the maintenance staff free rein to solve problems with ingenuity and creativity, recognizing that they had limited funds and equipment with which to work. As Don Everts commented about much of his work during this period, "Here we go again with our little old pickups and hammers."[49]

During the 1960s, more work and storage space was provided in the three districts for the maintenance division, gradually replacing the old war-surplus buildings in some locations. The older, temporary buildings needed much more maintenance than those that replaced them.[50]

The creation and maintenance of swim beaches is an ongoing job at the NRA. Two hundred tons of sand are lost each year due to wind, waves, and drawdowns. LARO maintains at least one sandpit as a source of replacement sand. The sand in the gigantic sand pile in Coulee Dam, behind park headquarters, is the size of pea gravel. Although it is not suitable for beaches, the Park Service and county and state highway departments use it for road work.[51]

Unlike many other Park Service units, at LARO the district rangers supervised routine or minor maintenance operations while the park engineer offered technical assistance and was responsible for major maintenance, engineering, and construction. Maintenance staffing expanded in 1965 to 4 permanent positions and 5.6 seasonal. They were responsible for over 450 campsites and some 240 picnic sites at 34 different locations, plus all the associated visitor and administrative facilities. One of the first women hired in a seasonal maintenance position at LARO was Ranae Colman, hired in 1972 and converted to full-time subject-to-furlough in the 1990s.[52]

In 1972, LARO's maintenance staff placed the maintenance of buildings, picnic tables, wooden signs, and garbage cans throughout the NRA on a scheduled program. Soon other maintenance tasks were added to the cyclic maintenance program, such as chipping and sealing roads, working on docks and floating facilities, bank stabilization, buoys, markers and anchors, painting building exteriors, residing buildings, roof replacement, and furniture replacement. In 1976, LARO added the historic buildings and foundations at Fort Spokane to the cyclic maintenance program. The funding was initially used for painting and foundation stabilization. Some of the park's permanent maintenance employees have received training in historic preservation techniques to better care for the historic military structures. The current cyclic maintenance program includes three types of projects: regular, natural resources, and exhibits. Parks submit their projects each year based on a ten-year program. LARO's base funding does not provide for adequate routine maintenance; having maintenance employees work longer seasons would help reduce the backlog.[53]

The 1980 State of the Parks report to Congress found that all Park Service units were in trouble. As a result, facility maintenance and repair received increased attention throughout the National Park System. The Park Restoration and Improvement Program of 1981-1985 was a high-profile program aimed at upgrading park facilities and infrastructure that had suffered years of neglect. For example, LARO used funds from this program for shoreline stabilization, surface coating of major gravel roads, replacement of swim floats and lifeguard stands, and rebuilding the boardwalk at Fort Spokane.[54]

Computers have allowed LARO's maintenance staff to track their time better on a wide variety of projects, rather than just special projects as had been previously done. The field people have become more involved in computerized recordkeeping. LARO used Maintenance Management System, a program established in the late 1980s to provide a Servicewide preventive maintenance program. It required detailed inventory information on physical assets and the work associated with maintaining each asset. LARO staff developed and computerized their own version and put it into use in 1989. This software was not Y2K compliant, however, so in 1999, reports South District Maintenance

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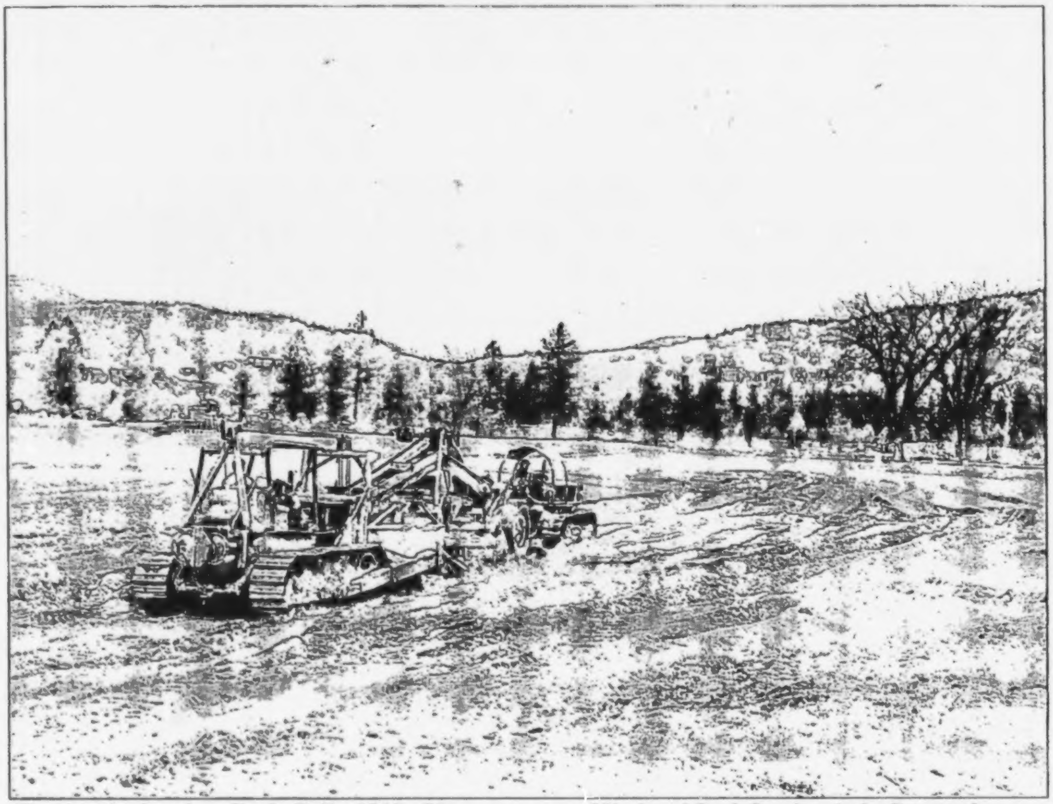

Clearing the beach at Kettle Falls, 1963. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

Supervisor Ray Dashiell, "we shot it." LARO is now one of about thirty parks participating in a pilot program to test new maintenance software called Maximo.[55]

Former LARO Superintendent Gary Kuiper commented that in the 1980s LARO had a reputation for looking good, saying, "Our maintenance crew, to the person, was so sensitive to how they came across and how they made the place look."[56]

During the 1980s, LARO's maintenance workload increased greatly because of higher visitation, more developed areas to maintain, the noxious weed control program, maintaining the fee collection systems, increased marine maintenance, the hazard tree/thinning program, more work related to concessions, and additional agency paperwork. By 1990, many routine maintenance items such as tree pruning, working on signs, road maintenance, and weed control were no longer accomplished routinely or on schedule. This was mostly due to increased visitation and to the need to provide minimum services at each developed area. The LARO Facility Manager requested that, like other LARO divisions, maintenance subject-to-furlough positions be converted to full-time positions. About half a dozen maintenance positions were converted. This change spread the workload out more evenly over the year, since winter work could include tree thinning, inside work on facilities, equipment care and repair, dock repair, and repair and construction of tables, benches, and garbage cans. During the busy

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summer season, maintenance crews spend most of their time cleaning and caring for campground facilities.[57]

LARO's Facility Manager completed the park's Fleet Management Plan in 1990. It established policy for operating, maintaining, and acquiring all motor vehicles, equipment, and boats owned or leased by LARO. LARO had about sixteen boats and over thirty vehicles in 1992. The NRA made a major change in 1999 when it turned over its vehicles to the General Services Administration. The park now leases most of its vehicles under 26,000 pounds gross vehicle weight from this agency. The leased vehicles are replaced more frequently, which improves safety, but the additional cost – about 3 percent of LARO's budget – has had to be absorbed by the recreation area. This conversion from Department of Interior ownership to leasing was done in response to national directives to use leased vehicles wherever possible.[59]

LARO's Assets, 1989

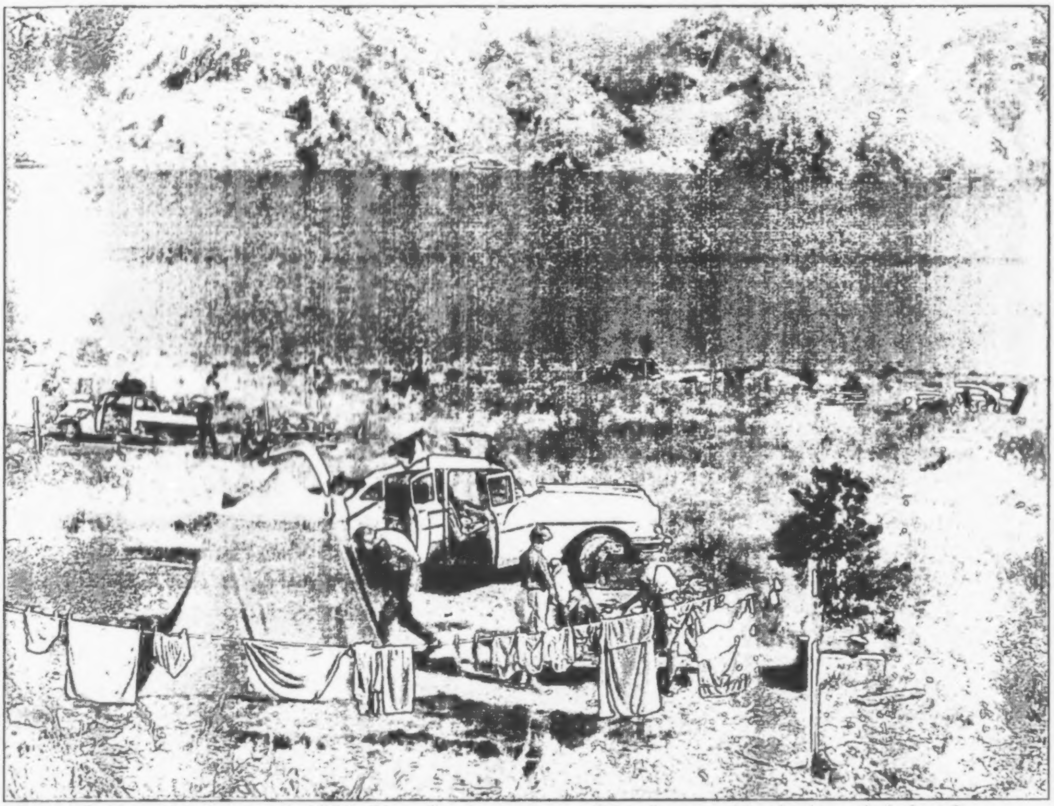
39 miles of roads
8 miles of trails
50 housing units
151 public and administrative buildings
188 utility systems
1,870 acres of grounds (182 acres mowed, 43 acres irrigated)
435 miles of shoreline
257 docks/bulkheads/ramps
64 boats [probably includes canoes and rowboats]
35 park vehicles

plus: campgrounds, picnic areas, swimming beaches[58]

The Recreation Fee Demonstration Program, established in 1996, allows parks to keep a percentage of the fees they collect. This program provides a reliable source of funding to LARO for minor construction, rehabilitation, and cyclic maintenance. Some of the projects funded by this program in the late 1990s include installing solar lighting for various visitor facilities; making restrooms accessible; extending launch ramps; constructing picnic shelters; installing curbing and sidewalks; and adding shore anchor and courtesy dock improvements.[60]

LARO began participating in the nationwide Youth Conservation Corps program in 1977. The first crew built a tent camp to house the teenage enrollees. The crews work with park maintenance crews on tasks such as putting up fences, painting, and picking up litter, and they are supervised by maintenance foremen. The number of enrollees over the years has ranged from about ten to twenty-four, and currently all crews are composed of local young people. The projects accomplished by these crews have varied widely, from building the Lava Bluff Trail to timber stand improvement, noxious weed control, installing gabions, building a boat launch ramp, and campground maintenance. In 1993, the Spokane Tribe of Indians (STI) funded a Native Youth Corps program at Fort Spokane district. This program has been discontinued, however, because it required so much time of supervisors.[61]

Landscaping LARO's developed areas has been recognized as a major maintenance item since the planning period of the early 1940s. Although Park Service policy encourages incorporating "sustainable design" into park work programs, the establishment of



Spring Canyon Campground, 1956. Note the young trees planted to provide shade and shelter for campers in future years. Photo courtesy of National Park Service, Harpers Ferry Center (HFC, WASO-B-828).

irrigated lawns and shade trees has always been seen as critical at the recreation area. Park staff did experiment with letting some areas go natural, but the resulting powdery dirt and dying trees proved unacceptable to visitors.[62]

During the initial construction work on the major areas in the 1950s, topsoil was hauled in, lawns were seeded, and hundreds of shade trees were planted in picnic and campground areas. Sometimes this required almost heroic efforts. At North Marina, for example, LARO personnel used a surplus telephone-pole digger to dig holes. Then they filled the bottoms with powder and blasted them to break up the clay and rocks before filling with topsoil and planting trees. Other ongoing tasks have included applications of fertilizer, mowing, pruning, rodent control, and spraying to control insects. On occasion, attempts were made to eradicate native sagebrush from developed areas. Lawns, shrubs, and shade trees require much water for irrigation because the soil is sandy. LARO upgraded its water and irrigation systems in the early 1970s using regional reserve funds, including installing a large water-storage tank at Fort Spokane and replacing the "old hodge-podge watering system"[63] at Spring Canyon. The headquarters building was landscaped in 1972 using a plan prepared by the Regional Office. By 1989, about half of LARO's recreation sites had some maintained landscaping. Until the 1990s, most of the trees and shrubs were exotic species purchased from nurseries (native grasses were planted a little earlier, beginning in the 1980s).[64]

The Park Service directed all parks to reduce energy consumption in the early 1970s. At LARO, this initially affected vehicle use, causing reductions in off-site staff training. Maintenance staff developed energy conservation measures for LARO's buildings, including insulation, double-paned windows, and lower thermostat settings. The park also began separating and recycling selected materials and using biodegradable and/or recyclable materials as much as possible. Wood-burning stoves were installed in some employee dwellings. LARO appointed an Energy Coordinator in 1978, reflecting the program's high-priority status. In 1979, a concerted and successful effort was made to lower energy consumption by reducing lawn mowing, combining vehicle trips, reducing air conditioner use, and other means. LARO Superintendent William Dunmire, in a letter to all employees, commented, "Those Park Service bikes now in use at Kettle Falls don't use a drop of gas; more are on order for Fort Spokane."[65] High-mileage compact vehicles gradually replaced the NRA's "land whales." The interpretive program included energy-related programs such as a solar energy demonstration. Energy conservation and recycling projects continue to the present, although employees no longer save energy by riding bicycles while on duty. Currently, LARO has some solar lighting for vault toilets and bulletin boards.[66]

LARO began working on making its visitor facilities more accessible to people in wheelchairs as early as 1970 by installing ramps and widening comfort station stalls at major developed areas. The Spring Canyon bathhouse was the first facility designed for disabled visitors. The Park Service was required to do this by the Architectural Barriers Act of 1968. In 1978, a Regional Office employee surveyed wheelchair access at LARO, and plans for retrofitting facilities were adopted in the following year. Maintenance worker Don Everts remembers that it was difficult to retrofit some facilities according to Regional Office designs; "they could sit down there with their drawing boards and pencils and pictures and maps and come up with some beautiful stuff," but making the changes in the field was not always so easy. LARO's 1980 General Management Plan stated that all new facilities would be fully accessible and that existing facilities would be retrofitted wherever possible. The maintenance division completed an accessibility survey in 1988 and found several problem areas, such as the buildings at Fort Spokane, comfort stations and pit toilets, picnic areas, and swim beaches. Some of these facilities have been replaced or retrofitted since 1988. In 1992, the Park Service was required to use the more stringent ADA Accessibility Guidelines rather than the Uniform Federal Accessibility Standard that parks had been using in designing construction projects. Full accessibility of LARO's land and water facilities has not yet been achieved.[67]

Today, visitor satisfaction with LARO's facilities is high. One complaint that is frequently heard, however, concerns the lack of hot showers. The park's position, however, is that showers are provided by the private sector near Park Service facilities, and LARO does not want to compete with local businesses.[68]

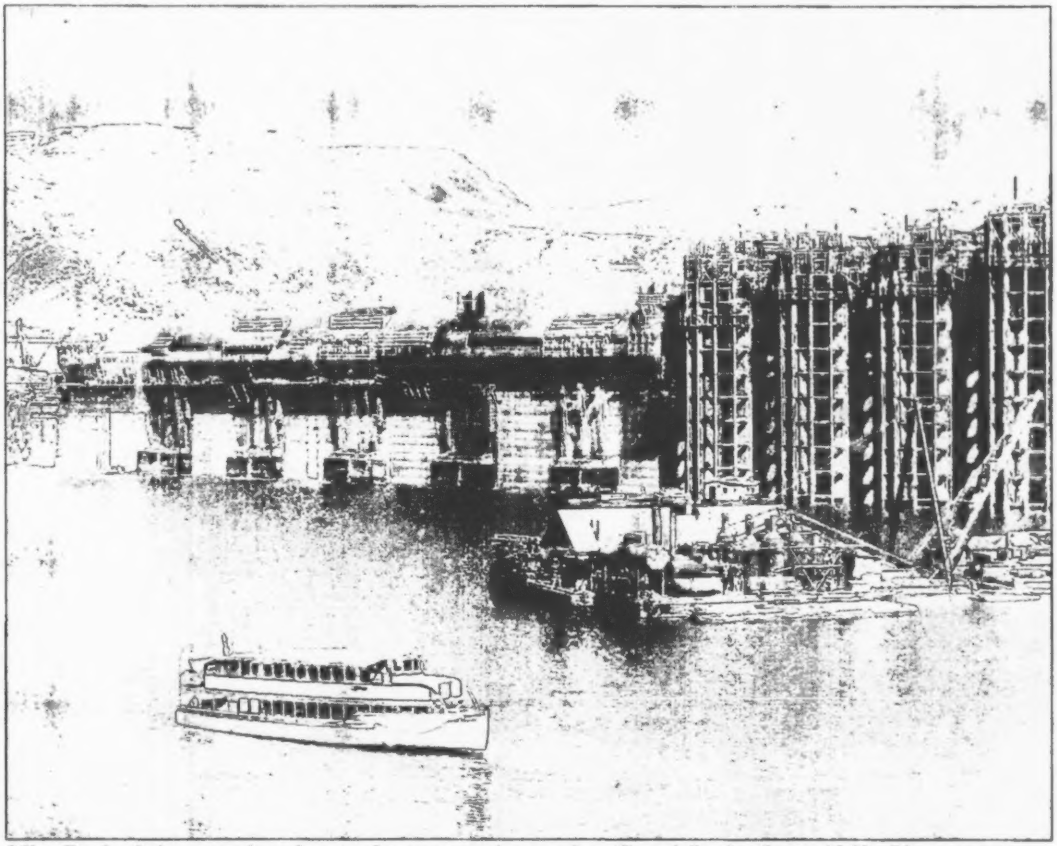
Concessions, 1940s-1956

As the reservoir behind Grand Coulee Dam filled in the early 1940s, the Park Service and other interested agencies debated the merits of public and private services for recreationists. By the fall of 1940, a commercial boating company was operating on Lake Roosevelt under a Reclamation permit, and by the spring of 1941, Reclamation had received many inquiries from people wanting to start commercial operations. The committee working on Problem No. 26 in 1940 felt that it needed a preliminary plan for managing the recreation on Lake Roosevelt to ensure a "rational coordination" of early private development and subsequent public development. Some of the Reclamation and Park Service caution in recreation planning was perhaps related to the experience of these agencies at Lake Mead in the 1930s. At that man-made reservoir, a private Nevada corporation had established ambitious tourist facilities near Boulder Dam in the late 1930s that took over small, independent concessions but was virtually ruined within just a few years. Frank Banks of Reclamation in Coulee Dam had heard that there was "some friction" between Reclamation and the Park Service at Boulder Dam. He expressed concern in 1941 that Reclamation had "no plan of operations [for recreational development of Lake Roosevelt], and 'hit and miss' development of recreation facilities is obviously undesirable."[69]

In the debate over which agency or agencies should administer recreation on Lake Roosevelt, the possibility of tribal members or the tribes establishing recreation enterprises within the Indian Zones was discussed by Problem No. 26 committee members as early as 1940. The CCT and the STI expressed their desire to earn revenue from the sale of leases, licenses, and permits for fishing, hunting, and boating; in fact, a 1943 Office of Indian Affairs memo proposed that tribal members should have the exclusive right to establish boat docking facilities on the waters adjacent to their lands. The 1945 Solicitor's Opinion resolved this issue for the time being by holding that Indians had the same rights and opportunity for private and commercial uses and public recreational development of the entire reservoir as anyone else, but they did not have the exclusive right to use the Indian Zones for commercial or public recreational purposes. F. A. Gross, Superintendent of the Colville Indian Agency, felt that forestry, stock raising, and mining – not recreation – would bring the greatest economic benefit to the Indians. He commented, "We believe that white owners of concessions on white owned or leased land along the reservoir shore will dominate the situation, largely to the exclusion of the Indians, who will continue to develop their more natural aptitude in logging and stock raising."[70]

LARO's Superintendent Claude Greider, on the other hand, believed that the Indians could benefit greatly from future recreational development of the lakeshore; he mentioned the townsite of Klaxta opposite Fort Spokane as a potential resort site.[71]

The Reclamation office initially handled all permits for private recreational developments on Lake Roosevelt. The Grand Coulee Navigation Company, founded by two men from Everett, Washington, was granted a permit in June 1940 to operate a passenger boat service on Lake Roosevelt. From then until the fall of 1944, the company operated



***Miss Coulee* brings tourists close to the construction work at Grand Coulee Dam, 1940. Photo courtesy of Grant County Historical Society and Museum, BOR Collection.**

a 65-foot passenger boat, the Miss Coulee, between its docks near Grand Coulee Dam, Narrows Bridge, and Kettle Falls bridge (this boat was then sold and moved to Lake Chelan). The company sold stocks in the Lake Roosevelt area and was under local control by 1942. C. E. Marr began a boat fuel and storage operation at Fort Spokane in 1941. He installed above-ground gas tanks that LARO landscape architect Phil Kearney called "most unsightly." Kearney also noted that, "Members of the Bureau staff have shown some dissatisfaction with the way our project has stalled along and I certainly cant [*sic*] blame them but the result is that they have been rather lenient with private interests and we can have little to say to that."[72] Finally, in the summer of 1942 the Park Service took over the responsibility of handling all inquiries concerning commercial uses of the reservoir, including potential and existing concessionaires.[73]

Interest in providing rental houseboats to the public was acknowledged in the Development Outline for Lake Roosevelt prepared in 1944, but houseboats were not recommended because of sanitation problems and the need to protect scenic values. Thirty years later, however, the concessionaire at Spring Canyon, Boyce Charters, offered one houseboat for rent.[74]

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The 1944 Development Outline for Lake Roosevelt spelled out some concession-related policies. It stated that all public facilities for which a user fee was charged would be under private operation, while the administrative agency would manage the free facilities. The Park Service did not want to provide overnight housing within its parks unless accommodations were not available adjacent to the NRA. At Lake Roosevelt, however, the policy was to avoid competition with private enterprise near Grand Coulee and Kettle Falls; there was also concern about private development failing to meet the government's high standards and a tendency for private enterprise to exploit the public. To allay some of these concerns, LARO's 1948 Master Plan stated that concessionaires' plans for buildings and grounds had to be approved by the Park Service.[75]

> **Our [Reclamation] office at the dam has had many inquiries from people wanting to start something to make money. There are three or four organizations that have made efforts to tie it all up for themselves. We have managed to stave off attempts such as this up to now but now people are building boats and going for rides on the lake and everybody seems to be getting ready to utilize this playground.**
>
> **-- Phil Nalder, Reclamation, 1941[76]**

Meanwhile, applications for concession permits from investors continued to land on Greider's desk. In 1945, a western Washington investor proposed leasing 320 acres at old Fort Spokane to establish a lodge and club house, summer cottages, golf course, swimming pool, tennis courts, landing strip, and complete service for pleasure boats. The investor had been talking with Frank Banks about his plans since about 1938. This deal never happened. Instead, in these early years the Park Service proceeded cautiously, granting temporary permits to companies that offered to provide the services that LARO considered most essential and turning down or postponing decisions on many others, such as proposals by inexperienced returning veterans and proposals for "low-grade resorts." The temporary permits issued between 1940 and 1945 did not confer any prior rights to long-term concessions once the administrative authority for the area was established.[77]

LARO, unlike many other Park Service units, has never had just one concessionaire operating as a regulated monopoly. By 1945, three operators were providing boating services on Lake Roosevelt. The Grand Coulee Navigation Company had two boats that carried 25 and 125 passengers on both scheduled and charter trips. Most of that company's income came from bus tourists and the charter and cruise business. The two other operators offered short speedboat trips to visitors at the dam. One of these, the Coulee Dam Amphibious Aircraft Company, received its initial permit in 1944 for operating a fueling service for boats and seaplanes near the dam. Soon they were also offering flying instructions, sightseeing boat and airplane rides, and boats and planes for hire.[78]

The Tri-Party Agreement of 1946 designated the Park Service as the official administrative agency for recreation on Lake Roosevelt and thus the agency that issued permits for concessions within the NRA, including within the Indian Zones. The Park

Service took over this function on July 1, 1947. The revenues from fees charged the commercial operations reverted to the Reclamation Fund, Grand Coulee Dam Project and, in turn, Reclamation helped fund LARO's administration and planning. From the beginning, LARO personnel planned on full development of the NRA as coming from a combination of federal and private funds. LARO's major challenge in its early development program was to obtain the funds to provide the roads, utilities, parking areas, picnic areas, swim beaches, and landscaping necessary at the major development sites to attract private concessionaires to invest.[79]

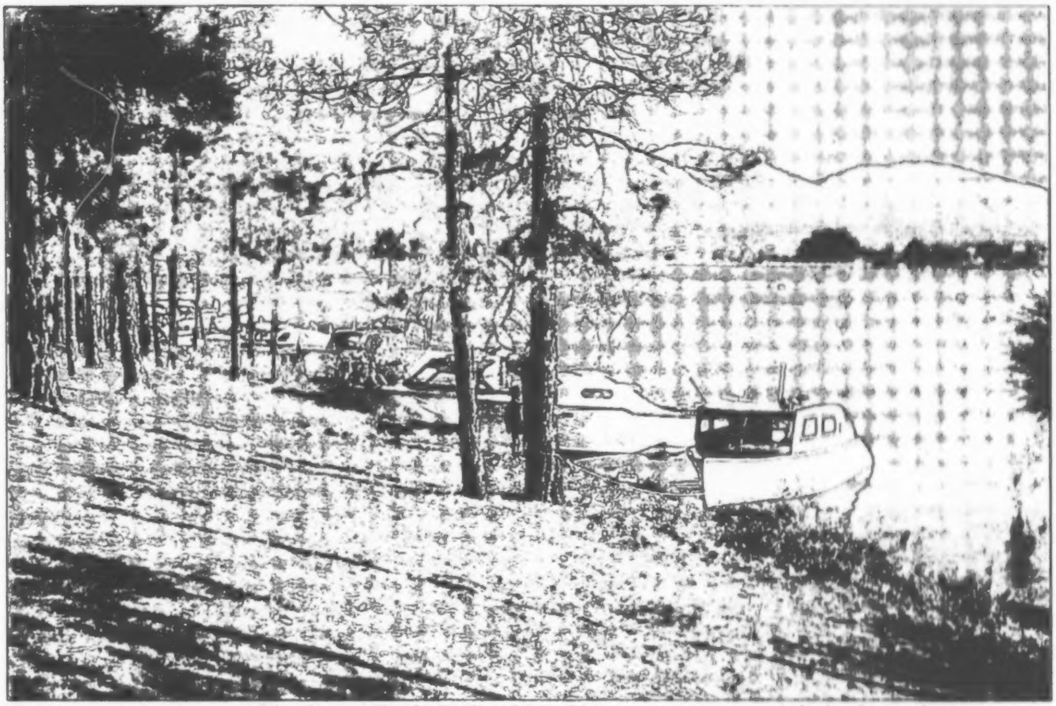
As of August 1947, LARO had five special use permits with individuals or companies providing recreational services, as follows:

1) Walter McAviney, Gifford-Inchelium ferry, with heavy summer recreational traffic,
2) Coulee Dam Amphibious Aircraft at Coulee Dam, providing public boat rides, float plane rides, boat dock facilities, hangar, mechanical service to boats and planes, flying instructions, and refreshments,
3) Grand Coulee Navigation Company at Fort Spokane, round-trip daily boats between Fort Spokane and Grand Coulee Dam, not prospering,
4) Stranger Creek Grange at Gifford (discontinued in fall 1947), picnicking, bathing, dancing, and boating facilities available to the public, primarily locals, and
5) W. J. Bisson at Kettle Falls, boat fueling facilities at Kettle Falls in conjunction with camping development on operator's adjoining private land.[80]

The lack of Congressional appropriations to LARO for construction projects continued to hamper the efforts of Park Service personnel to attract private investment to Lake Roosevelt. For example, in 1948 Congress allocated only $15,000 of the $1.7 million that LARO had requested for developing the three major areas on the lake. The Park Service continued to turn away some interested private parties, but this was also a period when many expired Park Service concessions around the nation attracted no bidders, despite the booming tourist industry.[81]

Small problems with the Grand Coulee Navigation Company (GCNC) surfaced almost immediately, hinting of larger problems to come. For example, in 1944 Greider informed the president that his company had not complied with the conditions of his special use permit or with a letter asking him to remove a small building on the bank of Lake Roosevelt. By 1947, Greider had decided not to renew the annual permit issued to GCNC because it was still disregarding major requirements of its permit with the Park Service.[82]

Greider either reconsidered his opinion of the GCNC or was overruled. By May 1948, after "lengthy consideration," he recommended that the company be granted a concession permit for the Fort Spokane area. The company planned to build a dock immediately, followed by various visitor facilities once the Park Service had constructed the water and sewer system. The company was formed of well-to-do and politically well-connected



Boats moored to trees and bushes at Kettle Falls, 1956. This was a common sight in the early years because of the lack of public docks. Photo courtesy of National Park Service, Harpers Ferry Center.

businessmen and farmers of Davenport who were reportedly prepared to spend $200,000 or more during the first six years of operation. Previously, concessionaires' fees at LARO had been flat fees. Greider recommended (and it was eventually so decided) that the GCNC fee be based on net earnings of the company above 6 percent net profit. Reclamation and the Park Service drew up a five-year concession permit for GCNC in August 1948, but because the Secretary of the Interior withheld his approval, LARO ended up extending the existing GCNC special use permit for one year. GCNC, however, did not sign the temporary permit because it lacked support for their intended investments.[83]

By 1947, the Coulee Dam Amphibious Aircraft Company (CDAA) had a plane hangar, a boat dock (used by the Park Service for their boats for a fee), and a fueling station for planes and boats near the dam. The company was financed by Standard Oil Company, and as of summer 1948, it had invested some $70,000 in its facilities. Because of CDAA's heavy investment, the Park Service intended to replace their special use permit with a concession permit. The company suffered a heavy blow, however, in the summer of 1948 when Arthur Loepp, president and principal stockholder, was killed in an airplane accident. In May 1949, in a move that Greider believed would solve the concessionaire problems at Coulee Dam and Fort Spokane, GCNC purchased and took control of the Coulee Dam Amphibious Aircraft Company. The CDAA was dissolved in May 1950, its permit was cancelled, and a twenty-year GCNC concession contract was approved January 1950. The contract gave GCNC preferred but not exclusive rights in all of LARO and was amended to cover the CDAA's airplane business. In 1950, the Park

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Service began to build roads and establish utilities at Kettle Falls and Fort Spokane, and GCNC provided boat dock and fueling facilities at both these sites in addition to its boat and seaplane base at Coulee Dam.[84]

At a 1950 meeting with manager Cliff Hutsell of GCNC, the Park Service agreed to include construction of utilities at Fort Spokane and Kettle Falls in the fiscal year 1952 program. The plans, approved by the Park Service, called for tourist cabins at both locations, although the layouts prepared for Fort Spokane were dependent on Park Service acquisition of the Fort Spokane Military Reservation lands. Park Service personnel pointed out to Hutsell that Park Service funds were always dependent on Congress and so could not be guaranteed. Most of GCNC's income after World War II until 1951 came from flight instruction, which was largely government-financed under the GI Bill. The company added new services to its list in 1950: boat and motor rental, buoy moorage, and boathouse service/work space.[85]

GCNC's finances were always precarious. In 1951, even with boat launch ramps, fueling stations, and docks at Kettle Falls and Fort Spokane, the company was not earning enough money to pay its attendants' wages. When LARO determined that it would not be able to provide the needed facilities at these locations in 1951, GCNC requested permission to move in temporary buildings to house an office, lunchroom, and store at each location. The Park Service approved this plan with some hesitation, including the relocation of a store previously located at Miles. Hutsell agreed to build a general store and six cabins at Kettle Falls. But he also began a letter-writing campaign to his Congressional representatives complaining about the slow pace of development at Lake Roosevelt and urging that LARO development of access roads, sanitary facilities, and drinking water be concentrated at one site rather than spread thinly around the reservoir. The Park Service agreed with this latter point and even tried to transfer funds from a power-line project and from the Lake Roosevelt debris-cleanup project to constructing a ranger station, dredging the harbor, and sign construction at Kettle Falls in order to support GCNC's plans to build facilities there in 1952.[86]

The GCNC antagonized LARO personnel and others in 1952 when it bought a tugboat and began towing logs and barging lumber for Roosevelt Lake Log Owners Association. Lafferty Transportation Company complained about the competition, but Greider defended GCNC's right to pursue this avenue of earning revenue, stating that Lafferty had been doing the job carelessly. Within a few months, however, the log owners' association terminated its agreement with GCNC because of unsatisfactory work performance. Hutsell filed complaints with the Park Service about various aspects of the new contractor's work, but Greider was disinclined to pay much attention. By this time, he recognized that unless the GCNC could get proper financing, "it may constitute quite an administrative problem." Greider continued, "I am doing what I feel proper to keep Mr. Hutsell's spirits and activities in proper line."[87]

In 1952, GCNC agreed to build a coffee shop, boat repair shop, and seven cabins at Kettle Falls but was unable to complete the work because of lack of funds. LARO, although restricted by limited funding, did construct utilities and roads at Kettle Falls that year. LARO also constructed a road, parking area, and launch ramp at Fort Spokane, but GCNC did not have the funds to do the promised work there either. Meanwhile, the Park Service was being criticized for its concession policy at LARO, and the Regional Office began asking the company to furnish evidence of its intention and ability to fulfill its commitments. That summer, the Park Service disapproved GCNC's proposal to buy the Miles store, which Hutsell saw as a "killing blow" to his efforts to restore public confidence. Hutsell blamed his stockholders' discouragement on the negative public response to the proposed regulations for LARO combined with the uncooperative attitude and development restrictions imposed by the Park Service and Reclamation. He did acknowledge that World War II and the Korean War played a role in disrupting the plans of his company and of the Park Service.[88] The following is an example of the tone of Hutsell's many letters to Park Service officials:

> Our recurrent suspicion that the local administration of the National Park Service is inimical to the interests of this company has developed into a conviction. It does not seem possible that unbiased stupidity could have resulted in an administration so consistently adverse to the interests of this company and to, what we believe is, the purpose of the National Park Service in this area. . . . The result is public antipathy to the National Park Service administration of the area and unnecessary operating losses to this company.[89]

Relations between Greider and Hutsell rapidly deteriorated until in January 1953 Hutsell told the Park Service Regional Director that he did not wish to meet or deal with Greider at all. The company continued to lose money, as it had every year since 1940. Hutsell's criticism and blame for the company's poor showing and inability to obtain funding covered a variety of topics, such as bad public relations, poor boating conditions due to driftwood on the lake, Park Service non-cooperation with GCNC, lack of signs directing visitors to facilities, Reclamation competition with public docks at North Marina, and inefficient use of appropriated funds (he was particularly incensed at the construction of employee housing). In a statement aimed directly at Greider, he cited the "tactless and belligerent" handling of the negotiations of the regulations for the NRA as leading to widespread bad publicity. Greider, in turn, began urging the Regional Office to cancel GCNC's concession privileges at Kettle Falls and Fort Spokane.[90]

After much deliberation on both sides, in April 1953 GCNC decided to relinquish its claims to the Kettle Falls area. Two months later, Claude Greider was transferred from LARO to the Park Service's Portland office. In 1956, the concession contract with the GCNC was terminated and LARO released a prospectus asking for proposals for a new concessionaire.[91]

Concessions at LARO, 1957-1986

National Park Service concessionaires at LARO and other parks face a number of challenges, including seasonal operation; the need to have Park Service approval of all facility plans, designs, and materials; and Park Service regulation of rates, prices, and sale items. But the advantages include protection from competition and a guaranteed

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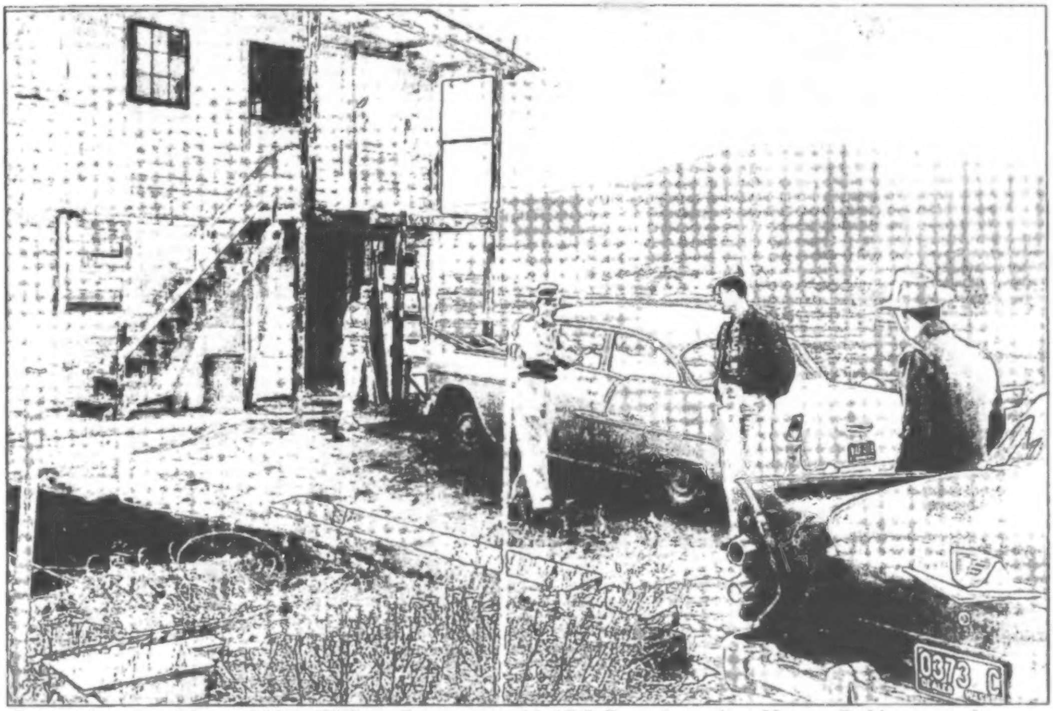
Kettle Falls Marina, 1958. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

flow of customers. In 1958, the Park Service extended the maximum term of concession contracts from twenty to thirty years to provide additional advantages to concessionaires. The Concession Policy Act of 1965 reaffirmed the established concession-related policies of the Park Service. It required the Park Service to limit concessions to those necessary and appropriate to the parks' purposes, and it tried to ensure a reasonable opportunity for concessionaires to make a profit. The concessionaire may gain a "possessory interest" (all but legal title) to physical improvements, plus it has preferential rights for renewal, if operations are satisfactory. Legislation in 1970 confirmed that all Park Service areas, including NRAs, come under Park Service concession statutes.[92]

From the termination of the GCNC contract in 1956 until the 1980s, LARO concessionaires were small mom-and-pop operations, typically run by individuals or couples who offered visitors seasonal snack shops and perhaps docks and marina services. Most had such a low volume of business that LARO had difficulty finding people to operate them. Some years, the services were minimal at best. In 1957, for example, the only concession operation at LARO was a small food stand at Spring Canyon. In some of the major development sites in the late 1950s, boaters on Lake Roosevelt were advised to contact LARO rangers to obtain fuel for their boats. LARO's Mission 66 program called for concessionaires at Kettle Falls, Fort Spokane, North Marina, and Spring Canyon. The facilities desired included cabins and lodges, trailer

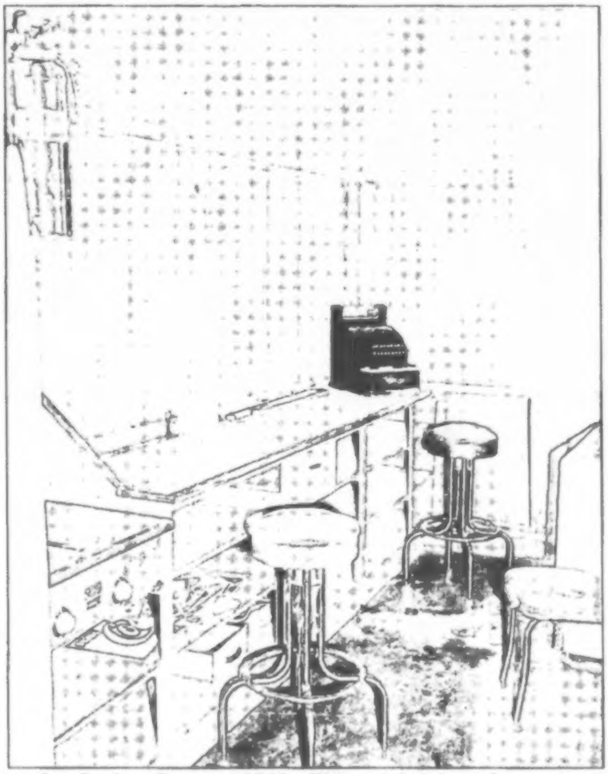


Concessionaires Mr. and Mrs. William Brauner and LARO Superintendent Homer Robinson at the Kettle Falls boathouse, 1958. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

sites, stores, eating facilities, gas stations, and docks. By 1963, however, LARO had decided that concessionaire accommodations were not necessary at LARO because private developments in nearby communities were adequate.[93]

In 1966, at the end of the Mission 66 program, LARO's visitor and administrative facilities reflected the lack of concessionaire investment in the NRA. Park Service facilities were valued at close to $760,000, while concession facilities were worth just over $4,000.[94]

Throughout the 1970s, LARO's concession operations continued to be marginal for most permittees. For example, only two of the eight concession permittees grossed over $5,000 in 1974. A permit for the rental of houseboats was issued for the first time for the 1973 season, but the concessionaire was hurt by the gas shortage. Another new idea was that of having students operate the Spring Canyon concession for school credit, which was put into effect in 1976 but was cancelled at the end of the year due to a substantial financial loss. LARO also implemented the Park Service's new Servicewide Concession Evaluation system in 1976. LARO staff worked on establishing a marina concession at Seven Bays, and this opened in 1978 with thirty boat slips and a small store (this concession, originally operated by developer Win Self, is now managed by the CCT).[95]



Concession stand at Spring Canyon, 1968. This sandwich-and-pop stand was typical of LARO's concessions during the 1960s and 1970s. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

By 1978, LARO's two potential full-spectrum concession operations were located at Seven Bays and at Keller Ferry. A concession was needed at Kettle Falls, but previous efforts had proven to be economically unfeasible. Visitors surveyed that year opposed having restaurants and lodging facilities within the NRA, but they complained about the lack of showers and thought water ski areas, moorage, marine repair and supply services, boat trailer parking, hookups, and boat rentals might be desirable. Park staff identified additional boat moorage as LARO's greatest need, followed by boat maintenance services. The four concessionaires operating in 1978, all on five-year revocable concession permits, were as follows: 1) snack bar and boat fueling service at Spring Canyon, 2) marina with moorage for fifty boats at Keller Ferry, 3) thirty-boat marina at Seven Bays, and 4) camper supply and boat fueling service at Kettle Falls. LARO Superintendent William Dunmire noted that the Park Service would likely authorize the expansion of the two existing marinas, although it had been taking a "go-slow posture" in authorizing requests for additional concession services.[96]

By 1981, the value of the concession facilities at LARO had jumped to $230,000, about 8 percent of the value of Park Service visitor facilities. All LARO concessions (Spring Canyon, Keller Ferry, Seven Bays, and Kettle Falls) took in about $80,000 in gross receipts in that year. Some of the concessionaires were severely impacted by the unanticipated low lake levels in 1984 and 1985 during the visitor season. Congress established a Visitor Facility Fund in 1982 that used the franchise and building use fees charged concessionaires to fund maintenance and rehabilitation of government-owned, concessionaire-operated visitor facilities. As visitation to Lake Roosevelt increased in the 1980s, various landowners and corporations made proposals to LARO for concession operations, and LARO staff began to feel the need for a lake-wide comprehensive concession management plan.[97]

The CCT actively investigated a partnership proposal with the Del E. Webb Corporation, which had facilities at Lake Powell, for developing a marina-resort at Seven Bays, but in 1986 that company decided against the joint venture.[99]

Concessions at LARO, 1963

Kettle Falls **– rental boats, mooring and storage services, sale of gas and oil, boat charter, sale of meals, groceries, drinks, ice, candy, souvenirs, camping supplies, laundromat, rental space for meetings (concession contract)**

Evans Campground **– refreshment stand (concession permit)**

Pitney Point **– boat mooring, oil and gas for boats, marine supplies (concession permit)**

Fort Spokane **– boat fuel, oil, and marine supplies (concession permit)**

North Marina and Spring Canyon **– rental lockers, boat fuel and services, refreshments, mobile vending truck selling ice (concession permit)**

-- "Master Plan," 1963 [98]

Tribal Regulation of Concessions within the Indian Zones, to 1975

The question of tribal rights to regulate and administer concessions located in LARO's Indian Zones was raised as early as 1958. As a result, LARO Superintendent Homer Robinson asked the Solicitor's Office for an opinion on the authority of the Park Service to regulate and administer concessions in the recreation area's Indian Zones. The 1958 opinion held that Indians had the same rights and opportunities for private and commercial uses and public recreational development of the entire reservoir as any other member of the general public but did not have the exclusive right to use the Indian Zones for such purposes. The Solicitor noted that in 1946 representatives of the Park Service, Office of Indian Affairs, and Reclamation favored having a central administrative agency control all commercial uses of the reservoir, including within the Indian Zones. So, the Park Service was granted the responsibility for approving and supervising the operation of any concession within the NRA, and the tribes were given no preference in obtaining concession contracts within the Indian Zones.[100]

Attorneys for the STI questioned whether the Park Service had the power to prohibit and regulate Indian recreational concessions in the Indian Zones. They were particularly concerned about the LARO proposal for a concession at Fort Spokane, immediately across the Spokane River from their reservation. Robinson noted that none of the four sites proposed for concession operations on Lake Roosevelt were within the Indian Zones. His main concern was that LARO would not be able to develop satisfactory concessions unless it could offer preferential contracts to protect the Park Service concessionaire from marginal businesses.[101]

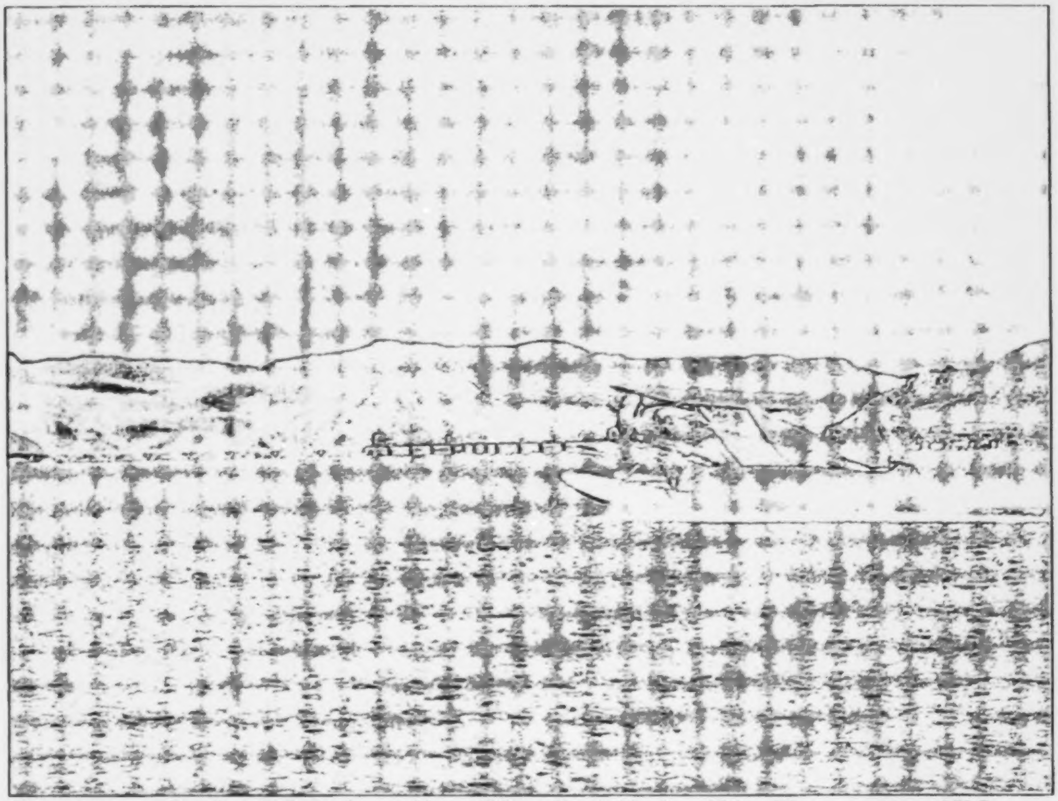
A 1974 Solicitor's Opinion dealt with tribal rights at Lake Roosevelt. In 1975, both tribes responded to this opinion by passing resolutions that tested the limits of the opinion point by point. Related to LARO concessions, both tribes claimed exclusive jurisdiction over concessions permits within the reservations, including the freeboard land that had been part of the NRA.[102]

North Marina and the Grand Coulee Dam Yacht Club

North Marina was located on the north side of the reservoir about half a mile above Grand Coulee Dam. The area closest to the dam was within the Reclamation Zone, and the rest was within the Recreation Zone. The Park Service provided a swim beach and picnic area for nearby residents and for tourists, primarily visitors to Grand Coulee Dam. Coulee Dam Amphibious Aircraft's facilities were located at North Marina, as was the Reclamation dock facility that had been built by the Work Projects Administration in 1938 or 1939. Reclamation leased boat slips to members of the Grand Coulee Dam Yacht Club and to the general public and thus was in direct competition with the LARO concessionaire, Coulee Dam Amphibious Aircraft. This led to a great deal of contention starting in 1948, when CDAA began to question the fairness of the existing situation, asking why the dock facilities leased to the public were subsidized by Reclamation.

> **I resent having spent seventeen years of my life in the building of this structure [Grand Coulee Dam] only to have the lake turned over to one firm as a private monopoly. . . .There will never be any development of the lake because it is to be the private domain of the Park Service and its concessionaires. This is really government in business.**
>
> **-- member of Grand Coulee Dam Yacht Club to Rep. Walter Horan, 1951[103]**

In the late 1940s, CDAA spent over $4,000 to construct new docks to handle anticipated business. But, Reclamation then made minor repairs on its old docks and continued to charge only $10 a year for slip rental vs. the $10 a month charged by CDAA. Greider was frustrated by Reclamation's actions, noting that they reflected a fundamental problem that went beyond the particular situation, and felt that CDAA had the right to "ask some very embarrassing questions."[104] LARO personnel continued to work to shift boat-dock responsibilities from Reclamation to the concessionaire and put the Yacht Club on a non-subsidized basis. Rather than Reclamation issuing a lease to the Yacht Club, the Park Service proposed turning the boat slips over to the Park Service, which would make them available to its concessionaire.[105]



Five-passenger Beechcraft float plane taking off from North Marina, 1946. Photo courtesy of U.S. Bureau of Reclamation, Grand Coulee (USBR Archives 1347).

Reclamation, however, believed it should continue to handle the rentals for the remaining few years that the docks would be usable. Greider then suggested that they increase their dock rental rates to be consistent with local commercial rates, thus eliminating the competition with the Grand Coulee Navigation Company. After voluminous correspondence and, presumably, phone calls and meetings, in May 1952 all involved parties agreed to a Reclamation lease of land and facilities to the Yacht Club, with assurances from Reclamation that they had no intention of further subsidizing the organization by repairing the floating dock.[106]

In 1959, Reclamation proposed transferring the North Marina to LARO for no cost, including the public (non-LARO) swimming beach, the Grand Coulee Dam Yacht Club facilities, paved road, and water line. The beach, which received heavy local and visitor use, was located near the Park Service campground and picnic area. Many locals preferred it to the Park Service beach because the latter was accessed by a steep slope known as "Cardiac Hill." LARO's Superintendent noted that the Park Service had wanted this piece of land included in the NRA when it was established, but Reclamation had withheld it because of a "squabble" between the concessionaire and the Yacht Club. The lease to the Yacht Club of the barge resting on landfill and dock adjacent to the beach would be transferred to the Park Service. By this time, Yacht Club membership had declined to only sixteen, and the floating docks were unsafe. The Regional Office and LARO recommended the transfer be accomplished.[107]

The transfer of this land to LARO's management never occurred. In 1968, the 260-acre North Marina area was excluded from LARO because the land was needed for materials staging and penstock fabrication during the construction of the third powerhouse. The old barge that had served as a clubhouse was burned, and the Yacht Club docks at North Marina were removed. The Yacht Club moved its clubroom to a building in Coulee Dam and for a number of years did not have any waterfront facilities. The club did, however, operate the Spring Canyon concession for a few years starting in the late 1960s as a way to raise money for the organization. The Yacht Club established docking facilities at Eden Harbor, not far from the town of Grand Coulee, in 1981, and has been there ever since under a Park Service special use permit. The club currently has approximately twenty-five members.[108]

Concessions at LARO, 1987-1998

In 1987, concession operations on Lake Roosevelt began to move from small-scale to large-scale as a result of aggressive advertising and increasing numbers of users. Gross receipts of even the small concessions grew tremendously. For example, the Spring Canyon food stand's receipts rose from $490 in 1987 to $10,500 in 1988, and Keller Ferry's gross receipts climbed from $147,700 in 1987 to over $1,100,000 in 1990. Concession franchise fees paid to the Park Service remained low throughout the decade, however ($5,500 in 1989). As concession operations grew, LARO personnel spent more and more of their time on the issue. In 1985, the equivalent of almost two staff members was devoted to concession management, and eventually a full-time Concession Specialist position for LARO was funded.[109]

Houseboats came onto Lake Roosevelt in force beginning in 1987, when the CCT established Roosevelt Recreational Enterprises (RRE) to operate recreational facilities on the lake. In the spring of that year, the CCT acquired two small marina concessions at Keller Ferry (Lakeview) and Seven Bays, neither of which borders one of the two reservations. RRE hired an experienced marina manager, accomplished extensive facility improvements, and obtained ten houseboats. The CCT reported that one reason they established RRE was because they knew they could hold their own business accountable to mitigate any adverse consequences resulting from their part in the increased visitation to Lake Roosevelt. Perhaps most significantly for LARO, RRE initiated an aggressive marketing campaign to promote Lake Roosevelt and houseboat rentals, particularly to the Seattle market. The first-year efforts were successful; RRE booked nearly 80 percent of its houseboats during the 1987 prime season, and the following year 60 percent of the houseboat renters were repeat users. In 1988, the company added twenty more houseboats to its fleet. By August 1988, RRE had invested some $3 million in the two concessions, including money from a Housing and Urban Development grant.[110]

Soon, the RRE houseboat operation at Keller Ferry expanded to thirty-three boats and was changed from permit to contract status. By 1990, the concessionaire planned to have a new store/restaurant, maintenance building, boat rental office, expanded parking, and grading of the harbor area. RRE also planned improvements at Seven Bays, including a new store/restaurant and additional docks. The gross receipts at both these marinas increased greatly between 1987 and 1988 to over $1 million. The CCT paid 3 percent of its gross receipts for the two marinas to the Park Service. By 1988, it was employing twenty people year-round, with over twenty seasonals. Both marinas, as well as LARO's other concessions, continued to expand rapidly in the early 1990s, and marketing efforts began to focus on promoting the spring and fall months.[112]

> **As if I had so much money I didn't need to dress for it, I boarded a houseboat at Seven Bays Marina to look around. The back deck was a low platform for swimming or skiing. The vessel had a full galley with casket-sized ice chest, a bar, flush toilets, and mirror lighting in the head. It had a spacious middle for dining and playing cards, a shaded front deck, and a roof laid out for sun bathing. A water slide curled to the Columbia from the upper deck.**
>
> **-- Robin Cody (canoeing the length of the Columbia River), *Voyage of a Summer Son*, 1995[111]**

Because of the success with houseboats on Lake Roosevelt in 1987, concession operators asked the Park Service to be allowed to provide additional rental boats at several marinas. In 1988, LARO prepared an environmental assessment of rental houseboats on Lake Roosevelt. The plan (later included in the 1991 Concession Management Plan) established a lake-wide limit of 200 rental houseboats and 250 other rental motorized boats, distributed to marinas throughout the lake. Ten years later, the houseboat fleet had expanded to 40 out of Keller Ferry and 13 out of Kettle Falls. Some members of the public were concerned about impacts on the shoreline from large parties and about the visual impacts of the houseboats themselves.[113]

In the late 1980s, the STI also began to get into the business of providing concessions on Lake Roosevelt. The tribe hired a consulting firm to recommend alternatives for lakefront development sites within the reservation. The confluence of the Spokane and Columbia rivers was determined to have the most immediate potential, followed by McCoy's Marina, an existing small store and gas station. The firm recommended that the confluence site be developed with an RV campground, rental houseboats, docks, rental fishing and speedboats, store, picnic areas, beach area, viewpoint with interpretive information, bingo/gaming parlor, cultural center, and motel. In 1995, the STI completed a one-hundred-slip marina, store, and fuel and pump-out facilities at its Two Rivers Casino and Marina at the confluence site. Spokane was the major market for this new facility. By 1998, the complex also had a launch ramp, rental boat slips, campground, RV sites, and large pavilion. The STI now also contracts with a company that provides a few rental houseboats at this location.[114]

In 1986, the tribes and Park Service personnel began to work together to prepare a Concession Management Plan for Lake Roosevelt even though a new multi-party agreement for lake management had not yet been negotiated. The CCT had protested Park Service plans to sign a concession agreement with a concessionaire in the fall of 1985, and this may have prompted the start of the discussions. Denver Service Center staff and the Bureau of Indian Affairs also helped with the planning efforts, and a draft plan was produced in 1987.[115]

The Park Service, STI, CCT, Reclamation, and Bureau of Indian Affairs signed the Lake Roosevelt Concession Management Plan in January 1991. LARO and tribal personnel saw the plan as key to keeping the lake and its shoreline uncrowded, as visitors preferred. The plan restricts development to the four existing areas and five additional sites distributed along the lakeshore (Moonbeam Bay, confluence zone, Upper Spokane Arm, Inchelium, and Crescent Bay). Under the plan, 45 percent of the concession facilities will be within the reservations. The total number of houseboats is limited to 200. Each development zone defined in the plan can have a general store, snack bar and/or restaurant, lodging, RV sites, boat service and repair, and dry storage for boats (except Spring Canyon, which is limited to food service only). The actual development will be in response to public demand, and proposals for new services will not be approved until economic feasibility studies have been completed.[116]

In the early 1990s, the CCT began evaluating sites along Lake Roosevelt for a major new resort. A survey of tribal members found that the Inchelium area was the most popular site. The tribes hired the same architectural firm that had designed Idaho's Coeur d'Alene Resort to design their resort on Bissel Flats near Inchelium. It would include houseboat rentals through Roosevelt Recreational Enterprises, golf course, log cabins, interpretive center, lodge, campground, marina, and perhaps a casino. In 1994, the CCT began looking at the possibility of building a motel-restaurant-gaming complex at North Marina, on land it would trade with Reclamation. So far, nothing has been built on the reservation side between the dam and Keller Ferry.[117]

The 1992 Vail Agenda made several recommendations concerning Park Service concessions Servicewide: establish a more coherent concession policy, improve accounting procedures; introduce more competition into the process; realize higher returns from concessionaires; and recognize creative contributions to the Park Service mission by concessionaires. In 1991, the renewal of concession permits and contracts at LARO that expired at the end of 1990 was delayed because of new Servicewide concession policy. The following year, both the Keller Ferry and Seven Bays concessionaires were issued new fifteen-year contracts.[118]

By the 1990s, with the increasing visitation to LARO, Park Service staff was expressing the need for additional concession operations besides the existing Spring Canyon snack bar and the three marinas at Keller Ferry, Seven Bays, and Kettle Falls. They also recognized the need for a plan that would assess cumulative effects before much more new development was undertaken. Putting fishing guides and other commercial users such as boat rentals and parasailing businesses under permit, consistent with Park Service regulations, was also proposed. LARO's Concession Analyst, George Phillips, began developing concession policies for the NRA. A new concession building was constructed at Spring Canyon and opened for operation by RRE in 1998. LARO's other concessions in 1998 were Keller Ferry and Seven Bays (both also operated by RRE), Kettle Falls (Lake Roosevelt Resort and Marina), and Daisy Station (under a Park Service incidental business permit).[119]

The Park Service has long wanted a deep-water marina at the northern end of Lake Roosevelt that could be open year-round. Problems with the Kettle Falls marina, particularly with the shallow harbor, have been a management issue at LARO since at least the 1950s. Although the harbor was dredged in 1951, 1985, and 1990, the concessionaire has had to relocate his facilities each winter in anticipation of spring drawdowns. In the late 1980s, alternatives were examined and management objectives were drawn up for Kettle Falls. The Park Service considered the concessionaire's plan to expand his marina operations to Lions Island, but this location was found to be too exposed. A 1993 Environmental Assessment proposed developing a marina in the Colville Flats area (on the south bank of the Colville River, at its confluence with Lake Roosevelt), about one mile downstream from the existing marina. This site was also found unsuitable because of wetlands, wildlife, and cultural resources considerations.[120]

Once LARO had determined that a full-service marina could not be located at Colville Flats, a downsized proposal was first put out for public review but then shelved until the General Management Plan and Environmental Impact Statement were produced. Meanwhile, a drawdown in July 1994 caused the concessionaire to move his rental docks out of the harbor during the visitor season for the first time. Ed Wimberly, owner of Lake Roosevelt Vacations, requested permission to move certain docks to an area east of Colville Flats, but this was denied. In the end, the Park Service prepared a Design Concept Plan for Kettle Falls in conjunction with the new General Management Plan. Besides the shallow harbor limiting use of the facilities, other problems included overcrowding, the need to haul sewage to Kettle Falls, and the lack of an overall design theme for facilities. Alternative 1 proposed that the concessionaire would fund new deep-water moorage facilities at the Kettle Falls north marina site where some of the operations would be relocated.[121]

South Marina and Crescent Bay

Today's Crescent Bay Lake, located near the town of Grand Coulee and Grand Coulee Dam, was created in 1942. During the 1930s, a long conveyor belt carried overburden excavated during construction of the dam to Rattlesnake Canyon. The canyon was diked in 1942 to prevent raw sewage from Grand Coulee from entering Lake Roosevelt, and this formed Crescent Bay Lake. The depth of fill is over one hundred feet in many parts of the shore lands around Crescent Bay Lake; only the base of the rock quarry is not a waste dump site. Because it was polluted by sewage, for many years locals called the body of water "Lake Urine" and "Poop Lagoon." The lake is fed by springs and by discharge from the under-drain system of the feeder canal, and at full pool it is twelve feet higher than Lake Roosevelt. As early as 1942, the Park Service was including

Rattlesnake Canyon in the list of areas proposed for recreational development along the new reservoir, although acknowledging that a sewage disposal plant would be needed to eliminate the pollution. A drawing prepared for LARO in 1944 of the proposed "Coulee Dam Marina Development Site" showed marina administration buildings, cabins, and a campground along the shores of Crescent Bay Lake and a swimming beach, boat docks, a parking lot, storage and repairs building, a picnic area, and a vista house and associated parking lot on the shores of Lake Roosevelt between Crescent Bay Lake and the left end of Grand Coulee Dam.[122]

LARO Superintendent Claude Greider promoted the development of concession facilities and administrative headquarters at South Marina (Crescent Bay) in the late 1940s. In 1948, the proposed facilities at South Marina had changed slightly from the 1944 plans to include a boat terminal, picnicking, parking for dam visitors, and a concessionaire's building. The facilities were to be constructed by the government but operated by private interests. Park Service hopes for early development of the site were dashed, however, at the end of 1948, when Greider learned that Reclamation was establishing a concrete plant and putting into operation an old sawmill at South Marina, making the site unusable for recreational purposes for the next four years. Greider, dismayed at having to revamp the entire six-year development program for the Coulee Dam district with no advance warning or consultation, accused Reclamation of "grossly irregular" actions and of violating the terms of the Tri-Party Agreement. Reclamation personnel responded that although they were remiss in not notifying the LARO Superintendent sooner, the site was essential to their operations. Greider told the Park Service Regional Director, "The Park Service is being definitely told where to head in."[123]

Although Reclamation was able to withdraw its commitment for the sawmill, the concrete plant remained an issue. The contest of wills over the concrete mixing plant at the South Marina was taken to the level of the Directors of the Park Service and Reclamation because it was seen as a breach of the 1946 Tri-Party Agreement. Park Service personnel felt they should have been consulted before the contract was signed; Reclamation maintained that project needs took precedence over recreational needs on all federal lands. By March 1949, the Park Service acknowledged that their plans for South Marina would have to be either delayed or modified.[124]

By the summer of 1950, LARO and Regional Office staff decided that the South Marina should no longer be considered for headquarters or even for major development, mostly because a geologic report indicated that practically all of the ground could be subject to sliding and because of the continuing sewage disposal problems. Greider recommended that the land be returned to Reclamation and that the headquarters building be located in Coulee Dam proper. The land was returned to the Reclamation Zone in 1951. Then, the Park Service turned its attention to making Spring Canyon the main developed area at the lower end of the lake. LARO's Mission 66 prospectus did not even mention South Marina or Crescent Bay.[125]

In 1961, Reclamation asked whether the Park Service would like to have the South Marina returned to them. At that point, the sawmill was closed and its permit about to expire, but the Bureau of Indian Affairs had been told that they could have a log dump site next to the mill if they so desired. LARO Superintendent Homer Robinson felt the area did not offer much recreation potential but that it could provide an excellent marina site for a concessionaire. The Regional Office recommended against the transfer, saying, "From past experience we question very seriously concessionaire interest in the development of a marina at this site."[126] In 1963, Robinson decided that LARO would in fact like to administer the "sawmill site," mostly because the Park Service anticipated increased visitation to the area because of the construction of the proposed third powerhouse at Grand Coulee Dam.[127]

The sawmill lease of thirteen acres at Crescent Bay expired in 1964. The Grant County Port District expressed the desire to develop a privately operated marina on the site, but then the sawmill was leased in 1965 to the Biles-Coleman Lumber Company of Omak for twenty-five years.[128]

The transfer of 240 acres of land - Crescent Bay Lake and its shore lands not including the land leased for industrial purposes - back to the Park Service finally occurred in 1968. LARO Superintendent David Richie noted that the lake had been developed as a fishery by the state, with a boat ramp and parking area at the southeast end of the lake, but that it had "little to offer for any other recreational activity," and he hoped to work out an agreement whereby the State Game Department would continue to manage the lake. Under the agreement, Reclamation assumed responsibility for controlling the water pollution of Crescent Bay Lake.[129]

In 1968, Spokane architect Kenneth Brooks was hired by Reclamation to prepare plans for development of the region as part of the third powerhouse construction project. His proposal for Crescent Bay was rather imaginative, but it did not fit in at all with Park Service plans. He suggested building a new high school/convention center on the southeast end of the lake along with an observatory and planetarium. This proposal was not acted upon.[130]

The state poisoned the "scrap fish" in Crescent Bay Lake in 1960 and restocked it with trout. In 1969, the state again poisoned the lake with rotenone, followed by a planting of rainbow trout. Most of these fish died, however, and the state planted more fry in 1971. These, too, died off because of low dissolved oxygen levels, despite pumping of oxygen into the lake in the winter. The general public was not much interested in fishing in the lake anyway, partly because of its known contamination by sewage and because of the "mud-like taste of Crescent Bay fish." In 1975, after these discouraging losses, the state discontinued its management of Crescent Bay Lake as a trout fishery.[131]

In the mid-1970s, LARO staff began to find that the Spring Canyon facilities, which could not be expanded, were often overcrowded. Some 1,500-2,000 people packed into the Spring Canyon developed area on summer Sundays. LARO also began to consider building a visitor center on the sawmill site at Crescent Bay, which was on land that was

Crescent Bay Lake in background and South Marina site in foreground, before removal of sawmill, 1977. (File L7617 Env'l Impact – Crescent Bay, LARO.HQ.ADM.)

still administered by Reclamation. In 1976, mill operator Crown Zellerbach decided to close its operations permanently, and LARO formally requested transfer of the land for use as a recreation site. They felt this would relieve the pressure on Spring Canyon and would provide boat moorage that would be "the foundation for concession facilities we have not been able to offer on a decent scale."[132] A Park Service landscape architect prepared design alternatives for the site, and the Denver Service Center set aside funds to prepare a more formal conceptual site plan for the area. As of 1977, LARO was envisioning the following at Crescent Bay: visitor contact station, picnic and play areas, comfort stations, parking, launch ramp, floating courtesy docks, moorage for Park Service and Reclamation boats, and fish cleaning station (but no swim beach). Concession facilities would include a marina that could hold as many as 200 boats, refreshment facility, and perhaps a restaurant. Down the road, LARO would consider adding a major visitor center and relocating headquarters and the district office and maintenance shops to the site. The subsequent Development Concept Proposal (DCP) even suggested a "water feature" shaped like Lake Roosevelt that could be used as an interpretive tool. The Park Service did not support breaching the Crescent Bay Lake dam and allowing year-round connection to Lake Roosevelt because of the effects drawdowns would have on Crescent Bay Lake.[133]

Reclamation agreed to turn over approximately twenty acres of land to the Park Service to facilitate recreational development of the site. The 1978 DCP received much favorable local reaction. The sawmill facilities were removed, and in 1978 the land was reclassified as Recreation Zone. The proposed development was incorporated into LARO's construction schedule, with work to commence in fiscal year 1985. The Park Service portion of the development would cost $3.3 million. LARO's 1980 General Management Plan included plans for the following: visitor contact station, park headquarters, Park Service maintenance area, two boat launch ramps, non-motorized boats only on the lake, playground, picnic area, outdoor amphitheater, paved path to Grand Coulee, landscaping, two comfort stations, 300-vehicle parking area, study of a trail to Spring Canyon, and encouragement of a full-service marina.[134]

Despite strong support from the Park Service Regional Office for the 1978 DCP for Crescent Bay, it did not get high national priority and did not receive federal funding. New LARO Superintendent Gary Kuiper tried again for federal funding in 1981, but this possibility became more and more remote because the Park Service was being told to seek private funding sources for projects that would be attractive to private developers. Following the advice of the Regional Solicitor's office, in 1983 LARO issued a Statement of Requirements for development of the thirty-five acres at Crescent Bay as a Park Service concession. No proposals were received by the closing date.[135]

But the Park Service continued to see Crescent Bay, a somewhat sheltered inlet, as a good place to establish a marina that would service boaters at that end of the reservoir. LARO reissued the Crescent Bay solicitation in early 1984, and this time five parties expressed an interest. The two finalists then tried to secure financial backing, and soon only one was seen to be economically viable. LARO expected to sign a thirty-year concession contract for a $12 million development with that company, Dixon, Carter and Associates of Granby, Colorado (Crescent Bay Limited Partnership). The proposed facilities at that point included a fifty-room hotel, small convention facility, one-hundred-unit motel, recreational vehicle park, fast-food franchise, marina complex with houseboat and motor boat rentals, launch ramps, gas sales, 108 boat slip rentals, swim beach, water slide, and convenience store. Because this and the other proposals differed from those in the 1980 General Management Plan, presentations were once again made to local groups. The Park Service completed an Environmental Assessment for the project in October of 1984, and Dixon/Carter hired a marketing consultant and an accounting firm to help in the planning process.[136]

The Crescent Bay project began to fall apart in the spring of 1985, however. The Park Service Associate Director for Park Operations raised questions about the proposed concession contract, including the waiving of a franchise fee in exchange for building public facilities. The developer claimed it had spent $100,000 before the Park Service informed it of the need for a franchise fee, which the developer called "bait and switch advertising." Then, according to Dixon/Carter, since each new draft contract contained a higher fee requirement, it became increasingly difficult to interest investors in the project.[137]

In 1985 the CCT also became involved. Their attorney voiced the complaint that plans for Crescent Bay, which by then were quite large in scale, had "proceeded without so much as a nod to the Tribes."[138] The CCT formally requested sixty days for the Park Service to address the tribes' concerns about the effects of the multi-million-dollar development on the tribes and on the surrounding environment before signing the concession contract. The CCT and the developer then began negotiations directly with each other on specific concerns. The contract was signed in October 1985, establishing multiple phased-construction deadlines. Meanwhile, LARO's relations with the tribes, particularly the CCT, improved when LARO staff began to deal directly with the tribes rather than going through the Bureau of Indian Affairs.[139]

> **The National Park Service and Bureau of Reclamation are sister agencies to the Bureau of Indian Affairs and we, at least at Colville, feel you share in this responsibility. However, in our meetings and negotiations with you [Reclamation] and the Park Service your tendency to overlook this responsibility frustrates the Tribal and Agency Personnel. An example of this oversight is the National Park Services' [*sic*] handling of the Crescent Bay Development without regard to the Tribes resources and sovereign powers. The Colville Business Council and my staff become very frustrated when the Tribe is forced to "end run" to Washington, D. C. to ensure the Trust Responsibility in protecting the Tribes' resources and sovereign powers.**
>
> **-- George M. Davis, Superintendent, Colville Agency, 1986[140]**

In 1986, the Park Service extended Dixon/Carter's contract one year. The developers continued negotiations with the tribes, but they were still having trouble raising the necessary funding, which the developers attributed to the unsettled jurisdictional and environmental issues created by the Park Service. Ed Wimberly of Breckenridge, Colorado, negotiated for the contract in early 1988 after the developers had been refused another extension (Wimberly bought the existing concession at Kettle Falls at this time). The CCT asked that Wimberly pay 1 percent of the gross receipts from the Crescent Bay project to help fund the management of Lake Roosevelt.[141]

Wimberly chose not to discuss concerns about the effects of his proposed Crescent Bay development on the natural and cultural resources of the area with the CCT, so the tribes were forced to file written comments with the U.S. Army Corps of Engineers. The CCT continued to emphasize that they supported construction of a major marina complex at Crescent Bay, but not without considering the impacts of the entire project, including off-site impacts. They believed the 1984 Environmental Assessment was "inadequate in the extreme." Some of the tribes' broad concerns included impacts on the reservation, adjacent archaeological sites, wildlife, fire danger, tribal management of Lake Roosevelt, and fishery and planned hatchery programs. On-site concerns included fuel spillage, sewage, water pollution due to removal of toxic fill, bald eagles, landslide potential, and traffic congestion.[142]

By the summer of 1988, the concession contract was in dispute between the seller, Dixon/Carter, and the prospective buyer, Ed Wimberly. Wimberly was concerned because he did not have all the permits he needed, particularly one from the Corps of

Engineers. Dixon/Carter still held the contract, which was extended to February 1989. They signed an agreement with the CCT in December 1988 that required paying a fee to the tribes. Over the next several months, the Park Service granted several extensions of the contract for the developers to complete financing. The Park Service terminated their contract in the summer of 1989, however, when they failed to meet the financial and planning requirements for phase one. The $19 million project was once again on hold, and the developers were bitter about the whole process. Dixon/Carter, who claimed to have spent some $450,000 on the project, requested that a Congressional oversight committee investigate the "misrepresentation and fraudulent actions" of the Park Service in the offering, negotiation, and administration of the Crescent Bay contract. This investigation never occurred.[143]

The Park Service planned to put a new Statement of Requirements out for bid in 1990, but this was delayed because the Secretary of Interior placed a hold on all concession contracts Servicewide until several concessions-related issues were resolved. In January 1991, the Crescent Bay solicitation was revised to reflect the Secretary's initiatives. A consultant prepared financial feasibility studies of five concession projects nationwide, including Crescent Bay. This feasibility study, which made recommendations on scope of development, investment required, franchise fee, and length of contract, was completed in 1993 or 1994. In March 1994, the Park Service issued a prospectus once again. This time two bids were received, but only the one submitted by the CCT was considered responsive.[144]

In 1995, however, the CCT withdrew their offer when they learned that only limited modification of the required investment and final project details would be allowed and that no deviation from standard contract language would be permitted. They felt it was too risky if they were not guaranteed the right to renew a fifteen-year contract, were granted no possessory rights, and had to install and pay for the infrastructure. LARO Superintendent Gerry Tays worked with the Secretary of the Interior's Office and gained approval to negotiate a contract with the tribes. The tribes envisioned the Crescent Bay development as primarily a marina with boat-slip rentals, houseboat rentals, a gasoline dock, and other facilities. Transportation to a proposed development on the reservation side of the lake might be part of the role of the Crescent Bay marina. The negotiations did not move forward fast enough, however. In October 1998, Congress changed the concession law to preclude sole-source contracts. The process had to start over once again.[145]

Despite all the grand plans that have been drawn up for the Crescent Bay area since the 1940s, there are still only minimal visitor facilities at the site. At the end of the 1990s, Park Service facilities at Crescent Bay on Lake Roosevelt included a vault toilet, a sixty-foot-wide concrete launch ramp, and a skid dock. Crescent Bay Lake has a small launch ramp and dock, and only non-motorized craft are allowed on the lake. During the summer, LARO personnel lead regular guided canoe trips during which they talk about human impacts on the area. LARO staff feel that marina facilities are necessary to serve visitors at the south end of Lake Roosevelt. Both alternatives in the 1998 General Management Plan allow for construction of a marina at Crescent Bay.[146]

Major recreational development of Crescent Bay has been proposed since the early 1940s. Over the decades, a wide variety of challenges have prevented this from being accomplished. The real difficulty lies in the funding of marina facilities. The facilities are very expensive, and the rate of return is marginal. When you add Park Service concession policies to the mix, it becomes almost impossible to raise private money to develop marinas.[147] The up-and-down history of Crescent Bay is more complex than that of most other proposed recreational sites within LARO, but it illustrates the complicated situation facing LARO managers in planning park facilities.

Conclusion

Lake Roosevelt National Recreation Area was chronically short of funds from the 1940s through the 1960s, the period when plans moved from drawings to reality as the Park Service constructed many recreational and administrative facilities. Because of the tight budgets, LARO staff learned to seek out government-surplus materials, equipment, and buildings, and they came up with ingenious ways to stretch the available dollars. Most of the physical evidence of these determined efforts to scrounge for needed materials no longer exist, but re-use of government surplus was an important factor in the recreation area's ability to move forward with its plans for developing the area. It also speaks to the staff's drive, initiative, and ingenuity in getting things done.

Between the 1960s and the 1990s, the scope of work for LARO's maintenance division increased dramatically, and staffing levels responded in kind. Fort Spokane, for example, had one permanent, one long-term seasonal, and two summer seasonal maintenance employees in 1967-1968. In 1999, these numbers had jumped to three full-time, three subject-to-furlough, and ten seasonals. Long-time maintenance employee Ray Dashiell commented on the "huge increase in staff and workload and things to do" in the 1980s and 1990s. "A place like Keller Ferry thirty years ago had a couple of pit toilets and some informal camping – now it has flush toilets and amphitheaters." Many new facilities have been added in the past few decades, such as wider and longer boat launch ramps, docks, and new boat-only campgrounds.[148]

Concessions at LARO until the 1980s were generally small-scale operations. Within the past two decades, however, three marina facilities have become quite extensive. Houseboats were successfully introduced by concessionaires to Lake Roosevelt visitors in 1987 and have become increasingly popular. The park has talked about and planned for a major development of the Crescent Bay area using government and/or private funds since the early 1940s, but this has still not materialized.

Endnotes

[1] "Memorandum of Agreement Between the National Park Service, the Bureau of Reclamation, and Office of Indian Affairs Relating to the Planning, Development, and Administration of the Grand Coulee National Recreation Area," 2 Oct. 1941: 11, file 715 Col. Basin Project, Admin. of Recreational Areas, FDR Lake, USBR Boise; H. W. Bashore, USBR Acting Commissioner, to DOI First Assistant Secretary, 17 July 1942, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise; Claude E. Greider, NPS Recreation Planner, to NPS Regional Director, 30 July 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; USBR, *Recreational Development of Roosevelt Lake: Columbia Basin Joint Investigations, Problem 26* (Wash., D.C.: GPO, 1945), 36; Claude E. Greider, LARO Superintendent, to NPS Director, 7 Oct. 1947, file 16, box 136, RG 079-89-004, NARA-PSR; CODA, "Coulee Dam Recreational Area Master Plan Development Outline," 1948, "Area Operations Program," 2, file D18 Master Plan 1948, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 23 Nov. 1949, file 1, box 6, RG 079-89-001, NARA-PSR; Mrs. Homer (Sis) Robinson and Don Everts, interview with Nancy F. Renk, 6 Dec. 1999, Tape 1-A, notes and index on file, LARO.HQ; Don Everts, phone interview with Kathryn L. McKay, 3 March 2000, notes on file, LARO.HQ.

[2] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 29 Aug. 1950, file 3, box 6, RG 079-89-001, NARA-PSR; Sanford Hill, NPS Assistant Regional Director, Planning and Construction, to Greider, 11 Sept. 1950, file 3, box 6, RG 079-89-001; Greider to NPS Regional Director, 17 Oct. 1950, file 3, box 6, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 26 Oct. 1950, file 3, box 6, RG 079-89-001, NARA-PSR; Greider to USBR Acting District Manager, 26 Oct. 1950, file 3, box 6, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 13 Dec. 1950, file 3, box 6, RG 079-89-001, NARA-PSR; press release, 28 Feb. 1952, file Nat'l Park Service 1947-64, box 216, Horan Coll., WSU; Greider to NPS Regional Director, 30 Jan. 1952, file 3, box 6, RG 079-89-001, NARA-PSR.

[3] "Memorandum of Understanding Covering Furnishing of Building Sites, Utility Services, and Temporary Office Space at Coulee Dam, Washington," 5 Feb. 1953, file 2, box 3, RG –079-89-001, NARA-PSR; USBR Special Assistant to the District Manager, to USBR District Manager, 2 Sept. 1953, file A44 Coop Agrmts BOR Outside Storage Space, LARO.HQ.ADM; "Memorandum of Agreement Between the Bureau of Reclamation and the National Park Service," 3 March 1953, file A44 Coop Agrmts BOR Outside Storage Space, LARO.HQ.ADM.

[4] CODA, "Mission 66 Prospectus: Coulee Dam National Recreation Area," 24 April 1956 (revised 1956-62), file A5419 Mission 66, LARO.HQ.ADM; Lawrence C. Merriam, NPS Regional Director, to LARO Superintendent, 10 Oct. 1958, file A94 3rd Power Plant: Changes in Water Line…1960-74, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Homer W. Robinson, LARO Superintendent, to NPS Regional Director, 30 April 1959, file A94 3rd Power Plant: Changes in Water Line…1960-74, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; LARO Superintendent to NPS Director, 26 May 1960, file A2621 Annual Reports Field Areas 1-1-60 to 12-31-60, box 4, RG 079-95-05, NARA-PSR; LARO Superintendent to NPS Director, 27 May 1963, file A2621 Annual Reports Field Areas 1-1-63 to 12-31-63, box 4, RG 079-95-05, NARA-PSR.

[5] Paul Pitzer, *Grand Coulee: Harnessing a Dream* (Pullman: Washington State University Press, 1994), 93, 103-04, 180-81.

[6] Claude E. Greider, NPS Recreation Planner, to unknown recipient, 29 Dec. 1941, file 3, box 3, RG 079-89-001, NARA-PSR; H. W. Bashore, USBR Acting Commissioner, to DOI First Assistant Secretary, 17 July 1942, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise; CODA, "Coulee Dam Recreational Area Master Plan Development Outline," 1948, "Area Operations Program" section, 2, 4, file D18 Master Plan 1948, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Greider to NPS Director, 11 March 1949, file 18, box 136, RG 079-89-004, NARA-PSR.

[7] Claude E. Greider, LARO Superintendent, to NPS Director, 14 July 1950, file 3, box 3, RG 079-89-001, NARA-PSR; Greider to NPS Director, 12 Jan. 1951, file 19, box 136, RG 079-89-004, NARA-PSR; Herbert Maier, NPS Acting Regional Director, to Greider, 8 Feb. 1951, file A44 Coop Agrmts BOR Outside Storage Space, LARO.HQ.ADM; A. F. Darland, USBR Supervising Engineer, to Greider, 22 Dec. 1950, file A44 Coop Agrmts BOR Outside Storage Space, LARO.HQ.ADM; Greider to NPS Regional Director, 13 June 1952, file D18 Planning Programs, closed 6/3/53, LARO.HQ.ADM; Cliff Hutsell,

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[8] George A. Shipman, "Final Report and Recommendations Regarding the Town of Coulee Dam" (Ephrata, Wash.: USBR, 1954), 1-2; USBR, *Annual Project History, Columbia Basin Project, 1958,* 1; Homer Robinson, LARO Superintendent, to NPS Regional Director, 10 April 1958, file A44 Tri-Party Agrmt - Sites in Coulee Dam, LARO.HQ.ADM; Robinson to NPS Regional Director, 30 April 1959, file A94 3rd Power Plant: Changes in Water Line…1960-74, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Robinson to NPS Regional Director, 17 Aug. 1959, file A44 Tri-Party Agrmt – Sites in Coulee Dam, LARO.HQ.ADM; CODA Superintendent to NPS Director, 26 May 1960, file A2621 Annual Reports Field Areas 1-1-60 to 12-31-60, box 4, RG 079-95-05, NARA-PSR.

[9] Grand Coulee Dam Bicentennial Association, *From Pioneers to Power: Historical Sketches of the Grand Coulee Dam Area* (Nespelem, Wash.: Rima Printing and Graphics, 1976), 162; LARO Superintendent to NPS Director, 13 Sept. 1966, file A2615 M. Narrative Reports CODA CY1966, box 1, RG 079-95-05, NARA-PSR; Howard H. Chapman, LARO Superintendent, to NPS Regional Director, 9 May 1967, file A94 Third Power Plant: Changes in Water Line…1960-74, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Ray Dashiell, phone interview with Kathryn L. McKay, 2 March 2000, notes on file, LARO.HQ. The houses transferred to the BIA were located at 804 Yucca, 1024 and 1114 Camas, and 1012 Central (Linda Morgan, LARO Budget Analyst, email to Kathryn L. McKay, 11 August 2000).

[10] CODA, "Mission 66 Prospectus: Coulee Dam National Recreation Area," 24 April 1956 (revised 1956-62), file A5419 Mission 66, LARO.HQ.ADM; LARO Superintendent to NPS Director, 18 June 1957, file A2621 Annual Reports Field Areas 1-1-57 to 12-31-57, box 3, RG 079-95-05, NARA-PSR; Conrad L. Wirth, *Parks, Politics, and the People* (Norman: University of Oklahoma Press, 1980), 244; LARO Superintendent to NPS Director, 15 May 1962, file A2621 Annual Reports Field Areas 1-1-62 to 12-31-62, box 4, RG 079-95-05, NARA-PSR.

[11] "Master Plan for the Preservation and Use of Coulee Dam National Recreation Area," Feb. 1963: ch. 4: 7, file D18 Master Plan 1962, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Everts phone interview; "Superintendent's Annual Report, CODA" CY1972: 8-9, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1984: 12, file H2621 Annual Reports, LARO.HQ.ADM; CODA, "General Management Plan" (1980): 5, notebook GMP, Envir. Assessment, LARO.HQ.CIO.

[12] Machelle L. Frye, LARO Housing Officer, to NPS Facility Manager, Pacific-Great Basin Support Office, 25 Oct. 1996, file F7423 1995-1997, LARO.HQ.ADM.

[13] "Superintendent's Annual Report, CODA," CY1985: 7, file H2621 Annual Reports, LARO.HQ.ADM; Superintendent's Annual Report for CY1986: 4, file H2621 Annual Reports, LARO.HQ.ADM; CODA, "Housing Management Plan," 1988: 8-9, file F7423 Employee Housing, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1993: 13, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Linda Morgan, LARO Budget Analyst, personal communication to Kathryn L. McKay, 1 June 2000.

[14] "Housing National Park Service Employees," Nov. 1997, file 10-26, LARO.HQ.CIO; "Superintendent's Annual Report, CODA," FY1996: 9, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; LARO, *Draft General Management Plan/Environmental Impact Statement: Lake Roosevelt National Recreation Area* (Sept. 1998), 98; LARO, "5 Year Strategic Plan, 1998-2002," 1997: 4, CRM box, LARO.HQ.SUP; ; Dashiell phone interview; Vaughn Baker, LARO Superintendent, to NPS Regional Director, 18 Aug. 1998, file F7423 Housing 1998-, LARO.HQ.ADM.

[15] CODA, "Housing Management Plan," 1988: 3, 5-6, 10-12, file F7423 Employee Housing, LARO.HQ.ADM; Dashiell phone interview; Linda Morgan, LARO Budget Analyst, personal communication, 1 June 2000.

[16] CODA, "Museum Prospectus: Coulee Dam National Recreation Area" (1958), 19.

[17] USBR, *Project History 1950,* ch. IV, part I; CODA, "Road System," 15 July 1953, file D18 Master Plan 1953-June '54, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[18] CODA, "Mission 66 Prospectus: Coulee Dam National Recreation Area," 24 April 1956 (revised 1956-62), file A5419 Mission 66, LARO.HQ.ADM; NPS, "Notice of Approval, Coulee Dam National Recreation Area Prospectus, 12 April 1957: 3, file Coulee Dam National Recreation Area, 1952 to 1969, HFC; LARO Superintendent to NPS Director, 15 May 1962, file A2621 Annual Reports Field Areas 1-1-62 to 12-31-62, box 4, RG 079-95-05, NARA-PSR; "Master Plan of Coulee Dam National Recreation Area,"

1965: ch. 3, p. 14, file D18 Master Planning 1965-67, LARO.HQ.ADM; William F. Ford, USBR Special Services Officer, and Albert F. Drysdale, LARO District Ranger, to USBR Power Supervisor, 26 Nov. 1963, file D5031 Collection & Disposal of Debris & Trash, LARO.HQ.ADM; "R-MAP Park Profile Input," 25 April 1994: 1, file L76 – Environmental Impact, LARO.HQ.ADM.

[19] NPS and Federal Highway Administration, "Road System Evaluation: Coulee Dam National Recreation Area," April 1985: iii, 6-7, 12, file Road System Evaluation 1985, box 3, LARO.HQ.USA; "Superintendent's Annual Report, CODA," CY1985: 11, file H2621 Annual Reports, LARO.HQ.ADM.

[20] CODA, Maintenance Questionnaire, April 1980: 1-4, file D30 Roads & Trails, LARO.HQ.ADM.

[21] CODA, "Resource Management Plan and Environmental Assessment," 1982: 14, file D18 General Management Plan, box 1 of 3, LARO.HQ.PAO; Daniel J. Farrell, LARO Land Management Specialist, to LARO Superintendent, 23 June 1981, notebook Crescent Lake Cycle Hill Rest. Plan 1986, drawer 3, LARO.FS.1107.

[22] "Superintendent's Annual Report, CODA," CY1981: 9, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Charles V. Janda, LARO, to NPS Regional Director, 15 Sept. 1980, file N2623 Situation Reports, LARO.HQ.ADM; "Coulee Dam National Recreation Area: Off-road Operation of Motor Vehicles," 4 Oct. 1983 draft: 2, file W823 Legislation, Enacted, LARO.HQ.ADM; CODA, "Resource Management Plan and Environmental Assessment," 1982: 3.

[23] Gerry Shimek, "A Survey of Unauthorized Roads in the Coulee Dam National Recreation Area," Moscow: U. of Idaho, Cooperative Park Studies Unit, 1983: 1, file L3027 Roads & Right-of-Ways, Stevens County, LARO.HQ.ADM; LARO, "Resource Management Plan, Natural Resources," 1997: Appendix F, pp. 12-13, 15-16, LARO.HQ.RMO; "ORV Restrictions at Crescent Lake – Eden Harbor Area," press release, 18 March 1982, notebook Crescent Lake Cycle Hill Rest. Plan 1986, drawer 3, LARO.FS.1107; Gordon D. Boyd, LARO Chief Interpretation & Resource Management, to LARO Superintendent et al., 11 Oct. 1983, file W3823 Legislation, Enacted, LARO.HQ.ADM; CODA, "Resource Management Plan and Environmental Assessment," 1988: 17, file Coulee Dam NRA, Nat. Resource Mgmt. Plan 1988, LARO.HQ.CIO; "Recreation Area Lands Closed to Off-Road Travel," press release, 1 May 1992, notebook Congressional Corr., LARO.HQ.ADM; "Lake Roosevelt Forum, Land Use Committee, May 25, 1994," file Lake Roos. Forum, drawer 2, LARO.HQ.RMO; LARO, *Draft General Management Plan* (1998), 18; Dan Mason, phone interview with Kathryn L. McKay, 2 March 2000, notes on file, LARO.HQ.

[24] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 31 July 1951, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; Greider to USBR District Manager, 17 June 1952, file 1, box 8, RG 079-89-001, NARA-PSR; Gary J. Kuiper, LARO Superintendent, to Stanley G. St. Jeor, 23 April 1987, file L3027 Roads & Right-of-Way, LARO.HQ.ADM; "Briefing Statement – Easement Requests for Road Access," 2 Dec. 1991, Briefing Statements notebook, LARO.HQ.ADM; Kelly Cash, LARO Acting Superintendent, to Todd S. Woodard, Staff Assistant to Thomas S. Foley, U.S. House of Representatives, 16 April 1993, file USBR Easements – Final, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Charles H. Odegaard, NPS Regional Director, to Foley, 8 Dec. 1998, Cong Corr. Notebook, LARO.HQ.ADM.

[25] Fred G. Campbell, Attorney, to Daniel J. Farrell, LARO, 29 Dec. 1981, file D30 Porcupine Bay Entrance Rd., LARO.HQ.ADM; C. Richard Neely, Senior Attorney, Office of the DOI Regional Solicitor, to NPS Regional Director, 25 Feb. 1982, file D30 Porcupine Bay Entrance Road, LARO.HQ.ADM; Ronald E. Sarff, NPS Acting Deputy Regional Director, to Thomas S. Foley, U.S. House of Representatives, 6 Nov. 1986, file D30 Porcupine Bay Entrance Road, LARO.HQ.ADM; Charles H. Odegaard, NPS Regional Director, to Andy Rustemeyer, County Commissioner Lincoln County, 20 Oct. 1987, file D30 Porcupine Bay Entrance Road, LARO.HQ.ADM; Dashiell phone interview.

[26] Jerry Rumburg, LARO Chief of Interpretation, to Jane Greverus Perry, Winter Haven, Florida, 8 Jan. 1981, file K14 Information Requests, LARO.HQ.ADM.

[27] CODA, "Mission 66 Prospectus: Coulee Dam National Recreation Area," 24 April 1956 (revised 1956-62), 50, file A5419 Mission 66, LARO.HQ.ADM; Lennon W. Hooper, DSC, "National Park Trails: Analytical Report on Trails in Areas of the National Park System," March 1973: 22, LARO.HQ.LIB; NPS, "Environmental Assessment for the General Management Plan, CODA" (1979), 60; William Dunmire, LARO Superintendent, to Files, 25 Jan. 1979, file D30 Roads & Trails, LARO.HQ.ADM; "National Park Service 1980 Trail Study Questionnaire," 4, file D30 Roads & Trails, LARO.HQ.ADM; "Trail Condition and Maintenance Needs Questionnaire," 1987, file D30 Roads & Trails, LARO.HQ.ADM. Some of the trails were built as Youth Conservation Corps projects.

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[28] R. D. Waterhouse, NPS Acting Regional Engineer, to NPS Regional Director, 17 Aug. 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; CODA, "Mission 66 Prospectus: Coulee Dam National Recreation Area," 24 April 1956 (revised 1956-62): 17, file A5419 Mission 66, LARO.HQ.ADM.

[29] Everts phone interview.

[30] Quoted in Paul Read, "Roosevelt Lake's Population – And Problems – Grow," *Journal of Business, Spokesman-Review,* 25 May 1989, p. B11. The draft 1963 Master Plan for LARO includes a detailed 50-page inventory of the national recreation area's utilities, including information on water systems, sewage, garbage disposal, power, communications, and fuel systems.

[31] Lisa K. Bucy and William H. Funk, *Lake Roosevelt Management Plan* (Pullman, Wash.: WRC Report No. 93, State of Washington Water Research Center, 1996), 43; Bill Schieber, interview with Nancy F. Renk, 7 Dec. 1999, Tape 1-B, notes and index on file, LARO.HQ; LARO, *Draft General Management* Plan (1998): 15; Dashiell phone interview; Ray Dashiell, LARO Maintenance Mech. Supervisor,, email to Kathryn L. McKay, 28 August 2000. Some backcountry areas cannot have vault toilets because the lack of road access prevents cleaning them out.

[32] Wayne R. Howe, LARO Superintendent, to NPS Regional Director, 13 Jan. 1970, file D5015 Electricity, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1972: 9, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Dashiell phone interview; Ralph Byre, Lincoln Electric Cooperative Manager, to William J. Briggle, NPS, 5 Feb. 1991, file Environment Misc. – Lake Roosevelt, box 71, Morrison Coll., WSU.

[33] Transcript of meeting of National Park Service personnel with members of Grand Coulee Dam Yacht Club and others, 1 June 1951: 12-13, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise; LARO Superintendent to NPS Director, 27 May 1963, file A2621 Annual Reports Field Areas 1-1-63 to 12-31-63, box 4, RG 079-95-05, NARA-PSR; "Master Plan for Preservation and Use of Coulee Dam National Recreation Area," Sept. 1963: vol. III, sec. I, p. 32, file D18 Master Plan Nov.-Dec. 1963, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; "Master Plan of Coulee Dam National Recreation Area," 1965: ch. 3, p. 22, file D18 Master Planning 1965-67, LARO.HQ.ADM; NPS Associate Director, Management and Operations, to NPS Park Superintendents et al., 17 Nov. 1976, file D5031 Land Disposal of Solid Waste – Management, LARO.HQ.ADM; Roger D. Lee, "Report on Survey of Environmental Health Facilities, CODA," Sept. 1977: 6, file D5031 Sanitation 1972-81, LARO.HQ.ADM; Gary J. Kuiper, LARO Superintendent, to Andy Rustemeyer, Lincoln County Commissioner, 17 Oct. 1989, file D5031 Sanitation 1989-1992, LARO.HQ.ADM.

[34] Gary J. Kuiper, LARO Superintendent, to Andy Rustemeyer, Lincoln County Commissioner, 17 Oct. 1989, file D5031 Sanitation 1989-1992, LAROHQ.ADM; "R-MAP Park Profile Input," 25 April 1994, file L76 – Environmental Impact, LARO.HQ.ADM; CODA, "Resource Management Plan and Environmental Assessment" (1988), 8; LARO, "Resource Management Plan, Natural Resources" (1997), Appendix F, "Project Statements," pp. 64-65.

[35] LARO, "Resource Management Plan: Natural Resources" (1997), 35; John Haller, "Oil and Hazardous Substance Spill Plan, Coulee Dam National Recreation Area," 6 July 1989: 2, 7, file N36 Pollution/Environmental Quality, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1993: 2, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM.

[36] Tom Pope, LARO Administrative Officer, to LARO Division Chiefs and District Supervisors, 10 Dec. 1990, file S58 Motor-Driven Equipment, LARO.HQ.ADM; Pope to NPS Acting Regional Property Officer, 17 Jan. 1991, file S58 Motor-Driven Equipment, LARO.HQ.ADM; CODA, "Storage Tank Management Plan: Coulee Dam National Recreation Area," 1991: 4, file Underground Storage Tank Plans, LARO.HQ.ADM; Vaughn Baker, LARO Superintendent, to USBR Acting Power Manager, 24 July 1998, file Underground Storage Tank Plans, LARO.HQ.ADM.

[37] Roger James, Washington Dept. of Health District Engineer, to Hugh Peyton, LARO Superintendent, 19 March 1954, file D18 Master Plan 1953-June '54, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; CODA, "Mission 66 Prospectus: Coulee Dam National Recreation Area," 24 April 1956 (revised 1956-62): 17, 43, file A5419 Mission 66, LARO.HQ.ADM; "Master Plan of Coulee Dam National Recreation Area," 1965: ch. 3, p. 18, file D18 Master Planning 1965-67, LARO.HQ.ADM.

[38] Don and Connie Everts, interview with Nancy F. Renk, 7 Dec. 1999, Tape 1-B, tape and index on file, LARO.HQ.

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[39] Anderson, "Water Supplies for CODA," 1-2, 19, 21; NPS Regional Chief of Maintenance to Chairman, Coulee Dam Operations Evaluation team, 24 Aug. 1977, file A5427 Field Office Personnel, LARO.HQ.ADM.

[40] NPS, "Environmental Assessment for the General Management Plan, CODA" (1979), 14; LARO, *Draft General Management Plan* (1998), 82; William N. Burgen, LARO Superintendent, to LARO District Rangers and District Foremen, 21 March 1975, file D5039 Water & Sewage 1975-92, LARO.HQ.ADM; "A Summary of Public Law 93-523," file D5039 Water & Sewage 1975-92, LARO.HQ.ADM; William N. Burgen, LARO Superintendent, to all permanent employees, 26 May 1976, file D5039 Water & Sewage 1975-92, LARO.HQ.ADM.

[41] William Dunmire, LARO Superintendent, to NPS Regional Director, 20 March 1980, file D5039 Water & Sewage 1975-92, LARO.HQ.ADM; Roger D. Lee, NPS Regional Environmental Sanitation Consultant, to NPS Regional Director, 3 Feb. 1981, file D5039 Water & Sewage 1975-92, LARO.HQ.ADM; CODA, "Annual Statement for Interpretation and Visitor Services: Coulee Dam National Recreation Area," 1981: 6, Statement for Interpretation notebook, LARO.HQ.CIO; "Superintendent's Annual Report, CODA," CY1981: 1, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Jon L. Riedel, "Lake Roosevelt National Recreation Area, Washington, Water Resources Scoping Report" (NPS, 1997), 5.

[42] Riedel, "Water Resources," 66; LARO, *Draft General Management Plan* (1998), 82.

[43] Everts phone interview; Claude E. Greider, LARO Superintendent, to S. E. Hutton, USBR Engineer, 21 March 1949, file H14 Project Histories (USBR), LARO.HQ.ADM; "Coulee Dam Recreational Area Master Plan Development Outline" (1948), "Area Operations Program" section, p. 2, file D18 Master Plan 1948, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[44] Claude E. Greider, LARO Superintendent, to NPS Director, 10 June 1950, file 19, box 136, RG 079-89-004, NARA-PSR; Greider to NPS Director, 12 July 1950, file 19, box 136, RG 079-89-004, NARA-PSR; Greider to NPS Director, 17 Aug. 1951, file 10, box 7, RG 079-89-001, NARA-PSR; Clifford R. Koester to Columbia Basin Commission, 6 Nov. 1951, file Recreation (1 of 3), box 34, Columbia Basin Commission, WSA; Greider to NPS Regional Director, 1 April 1952, file 10, box 7, RG 079-89-001, NARA-PSR.

[45] CODA, "Mission 66 Prospectus: Coulee Dam National Recreation Area," 24 April 1956 (revised 1956-62): 20-21, file A5419 Mission 66, LARO.HQ.ADM; Hugh Peyton, LARO Superintendent, to NPS Director, 15 June 1955, file A2621 Annual Reports Reg 4 1955 & 1956 FYs, box 3, RG 079-95-05, NARA-PSR; "Master Plan of Coulee Dam National Recreation Area," 1965: ch. 3, p. 17, file D18 Master Planning 1965-67, LARO.HQ.ADM; Schieber interview, Tape 1-A.

[46] Schieber interview, Tape 1-A; Everts interview, Tape 1-A, 1-B; Everts phone interview. Don Everts, who worked at LARO starting in 1951, said he and Superintendent Hugh Peyton were both "junk gatherers."

[47] Everts interview, Tape 1-B.

[48] Everts interview, Tape 1-B.

[49] Ibid.

[50] PCP Index No. B-46-7, file D46? [no # on file folder], Project Construction Proposals, LARO.HQ.ADM; "Master Plan of Coulee Dam National Recreation Area," 1965: ch. 3, p. 17, file D18 Master Planning 1965-67, LARO.HQ.ADM.

[51] "Environmental Assessment: Relocate Portion Sandpit Access Road, Fort Spokane, Coulee Dam National Recreation Area," 1983: 1, file L7617 EAs & CODA-90, LARO.HQ.ADM; Dashiell phone interview.

[52] LARO Superintendent to NPS Director, 15 May 1962, file A2621 Annual Reports Field Areas 1-1-62 to 12-31-62, box 4, RG 079-95-05, NARA-PSR; "Master Plan for the Preservation and Use of Coulee Dam National Recreation Area," Feb. 1963, ch. 3, p. 4 and ch. 4, p. 24, file D18 Master Plan 1962, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Dashiell phone interview.

[53] "Superintendent's Annual Report, CODA," CY1972: 6, 12, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1976: 26, 27, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Dashiell phone interview; "Pacific West Region Directive: PW-016, Regular Cyclic Maintenance Program (RCM)," 3 April 1997, file F30 Budget Formulation 1-6, 1997, LARO.HQ.ADM; Ray Dashiell, LARO Maintenance Mech. Supervisor, email to Kathryn L. McKay, 28 August 2000.

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[54] Conservation Foundation, *National Parks for a New Generation: Visions, Realities, Prospects* (Wash., D.C.: Conservation Foundation, 1985), 130; "1982 Update of Statement for Interpretation and Visitor Services for Fiscal Year 1983," Part 1.2, Statement for Interpretation notebook, LARO.HQ.CIO.

[55] Dashiell phone interview; "Superintendent's Annual Report, CODA," CY1988: 8, file A2621 Superintendent's Annual Report, LARO.HQ.ADM;.

[56] Gary Kuiper, interview with Nancy F. Renk, 10 Dec. 1999, Tape 2-B, notes and index on file, LARO.HQ.

[57] "Briefing Statement: Workloads and Staffing," 1989, file A26 Briefing Statements, LARO.HQ.ADM; Dashiell phone interview; Cletis Rodgers, LARO Facility Manager, to LARO Superintendent, 2 Oct. 1990, file D24 Maint. & Rehab 1981-1991, LARO.HQ.ADM.

[58] "Superintendent's Annual Report, CODA," CY1989: 6, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM.

[59] CODA, "Coulee Dam National Recreation Area: Fleet Management Plan," April 1990, file CODA Fleet Mgmt, box 5, LARO.HQ.USA; Kelly K. Cash, "Statement for Management, Coulee Dam National Recreation Area," 1992: Appendix A, GMP, Environ. Assessment, etc. notebook, LARO.HQ.CIO; Dashiell phone interview; Linda Morgan, LARO Budget Analyst, personal communication to Kathryn L. McKay, 1 June 2000.

[60] LARO, *Draft General Management Plan* (1998), 31; "Visitation and Fees a Good Combination for Lake Roosevelt," press release [n.d.], file K3415 Press Releases – CODA, LARO.HQ.ADM; "Lake Roosevelt National Recreation Area Newsletter 4," Sept. 1998: 4, file 10-26, LARO.HQ.CIO.

[61] "Superintendent's Annual Report, CODA," CY1977: 10, file H2621 Annual Reports, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1978: 12, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Schieber interview, Tape 1-A; "Superintendent's Annual Report, CODA," CY1981, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1993, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Ray Dashiell, LARO Maintenance Mech. Supervisor, email to Kathryn L. McKay, 28 August 2000.

[62] Ray Dashiell, LARO Maintenance Mech. Supervisor, email to Kathryn L. McKay, 28 August 2000.

[63] "Superintendent's Annual Report, CODA," CY1975: 14, file A2621 Superintendent's Annual Report, LARO.HQ.ADM.

[64] Everts phone interview; R. D. Waterhouse, NPS Acting Regional Engineer, to NPS Regional Director, 17 Aug. 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; Dashiell phone interview; LARO Superintendent to NPS Director, 15 June 1955, file A2621 Annual Reports reg 4 1955 & 1956 Fys, box 3, RG 079-95-05, NARA-PSR; "Master Plan of Coulee Dam National Recreation Area" (1965), ch. 3, p. 20, file D18 Master Planning 1965-67, LARO.HQ.ADM; Everts interview, Tape 1-B; "Superintendent's Annual Report, CODA," CY1972: 9, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1974: 12, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Gary Kuiper, "Statement for Management, Coulee Dam National Recreation Area," 1989: 14, file D18 SFM 1989, LARO.HQ.ADM.

[65] William Dunmire, LARO Superintendent, to LARO employees, 3 July 1979, file S38 Fuels, LARO.HQ.ADM.

[66] "Superintendent's Annual Report, CODA," CY1974: 13, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1976: 26, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; NPS Associate Director, Management and Operations, to NPS Superintendents, et al., 17 Nov. 1976, file D5031 Land Disposal of Solid Waste – Management, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1978: 1, 12, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1979: 1, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "'Land Whales' Near Extinction," *The Lake Roosevelt Mirror*, 1 (summer 1980), Newspapers notebook, box 7, Pitzer Coll., WSA-CRB; Dashiell phone interview; Ray Dashiell, LARO Maintenance Mech. Supervisor, email to Kathryn L. McKay, 28 August 2000.

[67] Wayne Howe, LARO Superintendent, to NPS Regional Director, 25 May 1970, file D32 Grounds, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1975: 13, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1978: 1, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; William Dunmire, LARO Superintendent, to NPS Regional Director, 29 May 1979, file D3415 Buildings, Construction, & Maint., etc., LARO.HQ.ADM;

Everts interview, Tape 2-A; CODA, "General Management Plan" (1980), errata, notebook GMP, Envir. Assessment, LARO.HQ.CIO; CODA, "Summary Checklist for Accessibility," 25 Feb. 1988: 1-4, file K18 Handicapped Access Survey Forms, LARO.HQ.ADM; NPS, "Accessibility for People with Disabilities," Nov. 1997, file 10-26, LARO.HQ.CIO; LARO, *Draft General Management Plan* (1998), 14.

[68] Dashiell phone interview.

[69] "Status of Study for Problem No. 26," 29 Oct. 1940: 12, 15, file 2, box 1, RG 0-79-89-001, NARA-PSR; Dennis McBride, "Grand Canyon-Boulder Dam Tours, Inc.: Southern Nevada's First Venture into Commercial Tourism," *Nevada Historical Society Quarterly* 27 (Summer 1984): 92, 95; F. A. Banks, USBR Supervising Engineer, to USBR Commissioner, 9 July 1941, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise.

[70] F. A. Gross, Superintendent Colville Indian Agency, to Commissioner of Indian Affairs, 4 Oct. 1943, file Copy - CODA Historical Files #2, LARO.HQ.SUP.

[71] R. F. Bessey, Counselor, National Resources Planning Board, to Claude E. Greider, NPS Recreational Planner, 24 Oct. 1940, file Columbia Basin Area I 1940, box 107, RG 187, NARA-PAR; F. A. Banks, USBR Supervising Engineer, to USBR Commissioner, 30 Sept. 1941, file Copy - CODA Historical Files #2, LARO.HQ.SUP; Paul Lemargie, DOI Field Solicitor, to Homer Robinson, LARO Superintendent, 29 Sept. 1958, Coulee Dam NRA section, History box 4, LARO.HQ.LIB; Claude E. Greider, NPS Recreation Planner, to NPS Regional Director, 30 July 1943, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM. In 1945, the Office of Indian Affairs reported that tribal members were mostly likely to provide boating, campgrounds, bathing beaches, pack trips, and Indian art (USBR, *Problem 26:* 40).

[72] Phil Kearney, NPS Landscape Architect, to Claude E. Greider, NPS Recreation Planner, 16 April 1942, file 3, box 3, RG 079-89-001, NARA-PSR.

[73] F. A. Banks, USBR Supervising Engineer, to Claude E. Greider, NPS Recreation Planner, 14 Jan. 1943, file 17, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Phil Kearney, NPS Landscape Architect, to Thoralf Torkelson, USBR Supervising Engineer, 20 Aug. 1942, box 4, History – Coulee Dam NRA, LARO.HQ.LIB; "Grand Coulee Navigation Company Prospectus," [Sept. 1951], 10, file 1, box 10, RG 079-89-001, NARA-PSR. The fees charged by the NPS in 1943 for gas and oil service for boats was $10 and for gas, oil, supplies, and boat storage service was $50 per year ("Schedule of Rates for Temporary Special Use Permits," 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise).

[74] NPS, "Columbia River Reservoir Area, Washington: General Report and Development Outline," June 1944, LARO.HQ.100-USA.3.1; "Superintendent's Annual Report, CODA," CY1973: 2, file A2621 Superintendent's Annual Report, LARO.HQ.ADM.

[75] NPS, "Columbia River Reservoir Area, Washington: General Report and Development Outline," June 1944: 7, LARO.HQ.100-USA.3.1; "Coulee Dam Recreation Area Master Plan, Development Outline" (1948), "Policies and Agreements" section, p. 3, file D18 Master Plan 1948, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[76] Phil Nalder, USBR, quoted in "Digest of Minutes Committee Meeting on Problem No. 26, Joint Investigation Columbia Basin Irrigation Project, At Olympia, Washington, 22 May 1941," 12, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR.

[77] Harvey R. Smith to Newton B. Drury, NPS Director, 15 May 1945 and undated letter, box 85, file 22, Magnuson Papers, UW; Claude E. Greider, NPS Recreation Planner, to NPS Director, 29 Oct. 1945, box 4, History – Coulee Dam NRA, LARO.HQ.LIB; Greider to F. A. Banks, USBR Supervising Engineer, 21 Jan. 1946, file LARO.94.3249.3, LARO.HQ.ADM; Greider to Banks, 8 Feb. 1946, box 4 History – Coulee Dam NRA, LARO.HQ.LIB.

[78] USBR, *Problem 26:* 4; Claude E. Greider, NPS Recreation Planner, to F. A. Banks, USBR Supervising Engineer, 19 May 1944, file 6, box 9, RG 079-89-001, NARA-PSR; Greider to Joe Trombley, President, Coulee Dam Amphibious Aircraft, 2 Aug. 1945, file 6, box 9, RG 079-89-001, NARA-PSR; "Grand Coulee Navigation Company Prospectus," [Sept. 1951], 11, file 1, box 10, RG 079-89-001, NARA-PSR.

[79] Claude E. Greider, LARO Superintendent, to William S. Royce, Secretary to Walt Horan, U.S. House of Representatives, 19 Sept. 1947, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU. Other management concerns of this period included cleaning up the debris floating on the lake, the need for navigation aids, and improving the fishery.

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[80] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 12 Aug. 1947, file 2, box 10, RG 079-89-001, NARA-PSR; Greider to Alfie Decker, Master of Stranger Creek Grange, 15 Oct. 1947, file 2, box 10, RG 0-79-89-001, NARA-PSR.

[81] "Lack of Funds Kills Hopes for Kettle Falls Project," *Spokane Daily Chronicle*, 11 June 1948; John Ise, *Our National Park Policy: A Critical History* (Baltimore: Johns Hopkins University Press, 1961), 611.

[82] Claude E. Greider, NPS Recreation Planner, to Glen A. Biggart, President, Grand Coulee Navigation Company, 25 April 1944, file 5, box 9, RG 079-89-001, NARA-PSR; Greider to Biggart, 7 Aug. 1944, file 5, box 9, RG 079-89-001, NARA-PSR; Greider to William S. Royce, Sec. to Walter Horan, U.S. House of Representatives, 19 Sept. 1947, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU; Greider to Henry Robinson, Grand Coulee Navigation Company, 14 Nov. 1947, file 5, box 9, RG 079-89-001, NARA-PSR.

[83] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 27 May 1948, file 5, box 9, RG 079-89-001, NARA-PSR; A. E. Demaray, NPS Acting Director, to NPS Regional Director, 20 July 1948, file 5, box 9, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 7 Sept. 1948, file 5, box 9, RG 079-89-001; Greider to NPS Director, 7 Jan. 1949, file 6, box 9, RG 079-89-001, NARA-PSR. Grand Coulee Navigation Company had a total net loss of over $14,000 for the years 1947-50 (Burns C. Downey, NPS Chief of Rates Control, to NPS Chief of Concessions Management, 27 Aug. 1951, file 1, box 10, RG 079-89-001, NARA-PSR).

[84] Claude E. Greider, LARO Superintendent, to F. A. Banks, USBR Supervising Engineer, 30 June 1948, file 3, box 3, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 2 June 1948, file 6, box 9, RG 079-89-001, NARA-PSR; USBR, *Project History 1947*, 7; O. A. Tomlinson, NPS Regional Director, to Greider, 24 Feb. 1948, file 6, box 9, RG 079-89-001, NARA-PSR; Greider to NPS Director, 13 Sept. 1948, file 17, box 136, RG 079-89-004, NARA-PSR; Greider to NPS Regional Director, 29 Nov. 1948, file 5, box 9, RG 079-89-001, NARA-PSR; Greider to NPS Director, 12 June 1949, file 18, box 136, RG 079-89-004, NARA-PSR; USBR, *Project History 1949*, 63; C. S. Hutsell, Grand Coulee Navigation Company, to Greider, 14 April 1951, file 1, box 10, RG 079-89-001, NARA-PSR; Greider to USBR District Manager, 27 Feb. 1951, file H14 Project Histories (USBR), LARO.HQ.ADM; Greider to NPS Director, 14 July 1950, file 3, box 3, RG 079-89-001, NARA-PSR.

[85] O. A. Tomlinson, NPS Regional Director, to NPS Director, 7 June 1950, file 1, box 6, RG 079-89-001, NARA-PSR; Lawrence C. Merriam, NPS Regional Director, to NPS Director, 31 Jan. 1951, file 1, box 10, RG 079-89-001, NARA-PSR; Herbert Maier, NPS Acting Regional Director, to NPS Director, 14 March 1951, file 1, box 10, RG 079-89-001, NARA-PSR.

[86] C. S. Hutsell, Grand Coulee Navigation Company, to Claude E. Greider, 13 April 1951, file 1, box 10, RG 079-89-001, NARA-PSR; Sanford Hill, NPS Assistant Regional Director, to NPS Regional Director, teletype, 28 May 1951, file 1, box 10, RG 079-89-001, NARA-PSR; Sanford Hill, NPS Assistant Regional Director, to Greider, teletype, 15 June 1951, file 1, box 10, RG 079-89-001, NARA-PSR; Cliff Hutsell, Grand Coulee Navigation Company Manager, to Walt Horan, U.S. House of Representatives, 27 April 1951, file Coulee Rec. Area 1948-52, box 216, Horan Coll., WSU; Sanford Hill, NPS Assistant Regional Director, to NPS Director, 22 Aug. 1951, file 1, box 6, RG 079-89-001, NARA-PSR.

[87] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 3 Oct. 1952, file 7, box 11, RG 079-89-001, NARA-PSR; Herbert Maier, NPS Acting Regional Director, to A. B. Lafferty, President, Lafferty Transportation Company, 16 Oct. 1952, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 17 Nov. 1952, file 1, box 10, RG 079-89-001, NARA-PSR. Quotes are from the 17 Nov. 1952 letter.

[88] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 7 April 1952, file 1, box 10, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 16 July 1952, file 1, box 10, RG 079-89-001, NARA-PSR; Cliff Hutsell, Grand Coulee Navigation Company Manager, to Greider, 9 June 1952, file 1, box 10, RG 079-89-001, NARA-PSR; Herbert Maier, NPS Acting Regional Director, to Greider, 25 June 1952, file 1, box 10, RG 079-89-001, NARA-PSR; Greider to Hutsell, 27 June 1952, file 5, box 9, RG 079-89-001, NARA-PSR; Hutsell to Greider, 27 June 1952, file 1, box 10, RG 079-89-001, NARA-PSR; Hutsell to Greider, 27 June 1952, file 1, box 10, RG 079-89-001, NARA-PSR.

[89] Cliff S. Hutsell, Grand Coulee Navigation Company General Manager, to Sanford Hill, NPS Assistant Regional Director, 3 Nov. 1952, file 1, box 10, RG 079-89-001, NARA-PSR

[90] C. S. Hutsell, Grand Coulee Navigation Company General Manager, to Sanford Hill, NPS Assistant Regional Director, 4 Jan. 1953, file 1, box 10, RG 079-89-001, NARA-PSR; Lawrence C. Merriam, NPS

Regional Director, to NPS Director, 6 Jan. 1953, file 1, box 10, RG 079-89-001, NARA-PSR; Cliff Hutsell, "Remarks by the Manager of the Grand Coulee Navigation Company," 14 Jan. 1953: 3, 6, file 1, box 10, RG 0-79-89-001, NARA-PSR; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 3 Feb. 1953, file 1, box 10, RG 079-89-001, NARA-PSR.

[91] A. F. Wilken, Grand Coulee Navigation Company Secretary, to Lawrence C. Merriam, NPS Regional Director, 24 April 1953, file 1, box 10, RG 079-89-001, NARA-PSR; LARO Superintendent to NPS Director, 12 June 1956, file A2621 Annual Reports Field Areas 1-1-56 to 12-31-56, box 3, RG 079-95-05, NARA-PSR.

[92] William C. Everhart, *The National Park Service* (New York: Praeger Publishers, 1972), 121; Ise, *Our National Park Policy*, 613; National Parks and Conservation Association, *Parks and People: A Natural Relationship: Visitor Use of the National Parks* (Wash., D.C.: National Parks and Conservation Association, 1988), 67, 72; C. Richard Neely for the DOI Regional Solicitor, to NPS Regional Director, 29 March 1985, file Copy - CODA Historical Files #1, LARO.HQ.SUP. Currently, the marina concessionaires have possessory interest in their improvements but Spring Canyon does not (Vaughn Baker, interview with Nancy F. Renk, 9 Dec. 1999, Tape 2-A, notes and index on file, LARO.HQ).

[93] LARO Superintendent to NPS Director, 18 June 1957, file A2621 Annual Reports Field Areas 1-1-57 to 12-31-57, box 3, RG 079-95-05, NARA-PSR; CODA, "A Map of the Coulee Dam National Recreation Area, 1958," file K38 Base Map, LARO.HQ.ADM; CODA, "Mission 66 Prospectus: Coulee Dam National Recreation Area," 24 April 1956 (revised 1956-622), file A5419 Mission 66, LARO.HQ.ADM; "Master Plan for Preservation and Use of Coulee Dam National Recreation Area," March 1963: vol. III, sec. C, p. 8, file D18 Master Plan 1962, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[94] USBR, *Project History 1966*, Appendix "Recreational and Wildlife Summary."

[95] "Superintendent's Annual Report, CODA," CY1972: 3, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1973: 2, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1974: 4, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1975: 6, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1976: 9, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1977; 3, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1978: 2, file A2621 Superintendent's Annual Report, LARO.HQ.ADM.

[96] Temple A. Reynolds, NPS Associate Regional Director, to NPS Regional Director, 30 Oct. 1978, file A5427 Field Office Personnel, LARO.HQ.ADM; Maureen H. McDonough and Donald R. Field, "Coulee Dam National Recreation Area: Visitor Use Patterns and Preferences" (Seattle: NPS, College of Forest Resources, UW, 1979), xi; William Dunmire, "Statement for Management: Coulee Dam National Recreation Area," 15 Dec. 1978: 22-23, file D18 Statements for Management, LARO.HQ.ADM.

[97] CODA, "Recreation and Wildlife Summary, Calendar Year 1981," file N2621 Annual Aquatic Resources Rept., LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1981: 2, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; CODA, "Annual Statement for Interpretation and Visitor Services: Coulee Dam National Recreation Area," 1981: 7-8, Statement for Interpretation notebook, LARO.HQ.CIO; National Parks & Conservation Association, *Parks and People*, 74-75; "Superintendent's Annual Report, CODA," CY1984: 1, file H2621 Annual Reports, LARO.HQ.ADM.

[98] "Master Plan for Preservation and Use of Coulee Dam National Recreation Area," March 1963: vol. III, sec. F, pp. 2-3, file D18 Master Plan 1962, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO

[99] "Lake Roosevelt Multi-Party Management Agreement Chronology of Events and Historical Background," ca. 1987: 10, file Environment Misc. – Lake Roosevelt (1 of 2), box 71, Morrison Coll., WSU.

[100] Homer W. Robinson, LARO Superintendent, to Paul Lemargie, DOI Field Solicitor, 19 Aug. 1958, file 3, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Lemargie to Robinson, 29 Sept. 1958, Coulee Dam NRA section, History box 4, LARO.HQ.LIB.

[101] Wilkinson, Cragun & Barker, Counsel for STI, "Memo re: Spokane Indian Hunting, Fishing and Boating Rights in the Lake Roosevelt Indian Zones," 20 May 1959, file A44 Triparty Agreement, LARO.HQ.ADM; Glen A. Wilkinson, Wilkinson, Cragun & Barker, 21 March 1960, box 360, Horan Coll., WSU; Homer W. Robinson, LARO Superintendent, to NPS Director, 30 Sept. 1959, file 3, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

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[102] Robert D. Dellwo, Attorney, to Roy H. Sampsel, Special Assistant to the Secretary of the Interior, 13 May 1975, file 11, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; CCT Resolution 1975-234, file 6, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[103] Unsigned [member of Grand Coulee Dam Yacht Club] to Rep. Walter Horan, 6 May 1951, file 1, box 10, RG 079-89-001, NARA-PSR.

[104] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 23 Sept. 1948, file 6, box 9, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 17 June 1952, file 1, box 10, RG 079-89-001, NARA-PSR; A. B. Lafferty, President, Lafferty Transportation Company, to NPS Director, 30 July 1952, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to NPS Director, 3 Oct. 1952, file 7, box 11, RG – 079-89-001, NARA-PSR; Greider to NPS Regional Director, 7 Oct. 1952, file 1, box 10, RG –79-89-001, NARA-PSR; Herbert Maier, NPS Acting Regional Director, to A. B. Lafferty, 16 Oct. 1952, file 7, box 11, RG –79-89-001, NARA-PSR. Quote is from Greider to NPS Regional Director, 17 Nov. 1952, file 1, box 10, RG –079-89-001, NARA-PSR.

[105] "Price Schedule for Public Services 1948," file 6, box 9, RG 079-89-001, NARA-PSR; Claude E. Greider, LARO Superintendent, to NPS Director, 12 June 1949, file 18, box 136, RG 079-89-004, NARA-PSR; A. E. Demaray, NPS Acting Director, to USBR Commissioner, 9 March 1951, file 1, box 10, RG 0-79-89-001, NARA-PSR.

[106] USBR District Manager to USBR Regional Director, 3 May 1951, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, USBR Boise; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 19 July 1951, file 4, box 7, RG 079-89-001, NARA-PSR; Lawrence C. Merriam, NPS Regional Director, to NPS Director, 13 March 1952, file 4, box 7, RG 079-89-001, NARA-PSR.

[107] Homer W. Robinson, LARO Superintendent, to NPS Regional Director, 31 Aug. 1959, file A44 Agrmt – North Marina, LARO.HQ.ADM; Sam McCue, phone interview with Kathryn L. McKay, 11 March 2000, notes on file, LARO.HQ; Robinson to NPS Regional Director, 22 Sept. 1959, file A44 Agrmt – North Marina, LARO.HQ.ADM; NPS Regional Director to NPS Director, 10 Nov. 1959, file A44 Agrmt – North Marina, LARO.HQ.ADM.

[108] W. E. Rawlings, USBR Project Manager, to LARO Superintendent, 20 Aug. 1968, file A94 3rd Power Plant: Other Ramifications 1966-76, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Roberta Miller, LARO Public Affairs Officer, personal communication to Nancy F. Renk, 2 March 2000; Merv Schmidt, Grand Coulee Dam Yacht Club, phone interview with Kathryn L. McKay, 3 March 2000, notes on file, LARO.HQ; McCue phone interview.

[109] CODA, "Briefing Statement: Concessions Operations," 1989, file A26 Briefing Statements, LARO.HQ.CIO; CODA, "Briefing Statement: Concession Operations," May 1991, file A26 Briefing Statements, LARO.HQ.CIO; "Superintendent's Annual Report, CODA," CY1989, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; "National Park Service: Coulee Dam National Recreation Area [no other title]," Nov. 1985, file Multi-Party Mgmt. Agreement thru 1986, LARO.HQ.SUP; Kelly Cash, former LARO Assistant Superintendent, personal communication to Kathryn L. McKay, 1 March 2001.

[110] Bill Butts, Roosevelt Recreation Enterprises CEO, to Mel Tonasket, Chairman Colville Business Council, 7 Dec. 1988, file Environment Misc. – Lake Roosevelt (2 of 2), box 71, Morrison Coll., WSU; Mel Tonasket, Chair, Colville Business Council, to Ed Wimberly, Breckenridge, Colorado, 14 Jan. 1988, file Colville Confed. Tribes, LARO.HQ.SUP; "Superintendent's Annual Report, CODA," CY1987: 9, file H2621 Annual Reports, LARO.HQ.ADM; "Lake Roosevelt Boating Adventures, *Tribal Tribune*, 26 Aug. 1988; Susan English, "Houseboating in Comfort," *Spokesman-Review*, 20 May 1988, 9-10; Stephen Maher, "Colville Get Grant for Work at Marinas," *Wenatchee World*, 7 Sept. 1988.

[111] Robin Cody, *Voyage of a Summer Sun: Canoeing the Columbia River* (New York: Alfred A. Knopf, 1995), 133.

[112] "Briefing Statement: Concessions Operations," 1989: 1, file A26 Briefing Statements, LARO.HQ.CIO; John Andrist, *Omak-Okanogan County Chronicle*, 18 May 1988; Stephen Maher, "Roosevelt Houseboat Fleet May Grow," *Wenatchee World*, 30 Jan. 1989; Daniel R. Brown, "Coulee Dam National Recreation Area, Statement for Interpretation, FY 93," 19, file K1817 Interpretive Plan, LARO.HQ.CIO; Marty Huseman, phone interview with Kathryn L. McKay, 29 Feb. 2000, notes on file, LARO.HQ.

[113] CODA, "Environmental Assessment, Proposed Rental Boats for Lake Roosevelt, Coulee Dam National Recreation Area" (May 1988), 2, 4; LARO, *Draft General Management Plan* (1998), 15, 27.

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[114] Taylor Engineering et al., "Lake Roosevelt Spokane Reservation Shoreline Resource Management Plan," [ca. 1989], executive summary, 25-28, LARO.HQ.RMO; CODA, "Briefing Statement – Proposed Concession Operation," 24 Aug. 1989, Briefing Statements notebook, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1994-95: 3, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM. Back in 1969, a consultant had suggested that LARO explore with the STI the idea of developing a concession across from Fort Spokane (Edward G. Roberts, "A Report on the Coulee Dam National Recreation Area" (Sept. 1969), 22, file Archives, Drawer 2, LARO.FS.1107).

[115] Lawrence E. Cox, DOI Regional Solicitor, to Ralph W. Tarr, DOI Solicitor, 10 July 1987, File A44 Triparty Agreement, LARO.HQ.ADM; Gary J. Kuiper, LARO Superintendent, to NPS Acting Regional Director, 4 April 1986, file A44 Triparty Agreement, LARO.HQ.ADM. Reclamation had a representative at the early meetings concerning the Concession Management Plan (Kelly Cash, former LARO Assistant Superintendent, personal communication to Kathryn L. McKay, 1 March 2001).

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[117] Jess Walter, "Progress Threatens Old Ways," *Spokesman-Review*, 18 Feb. 1991; "Forum Notes from Forum Meeting at Davenport, July 22, 1992," 3, file Lake Roos. Forum, drawer 2, LARO.HQ.RMO; "Lake Roosevelt Forum Hears Plans for Resort," *Wilbur Register*, 30 July 1992; Gerald Tays, LARO Superintendent, to Lake Roosevelt Coordinating Committee, meeting minutes, 27 July and 5 Aug. 1994, file Multiparty Agrmt April 1990, LARO.HQ.ADM; Dan Wehat, "Colvilles Envision Grand Coulee Casino Complex," *Wenatchee World*, 6 March 1997.

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[145] "Park Service and Colville Tribes Mutually Agree to Terminate Crescent Bay Bid," *Tribal Tribune*, 31 March 1995; Gerald Tays, interview with Nancy F. Renk, 20 July 2000, Tape 1-A, notes and index on file, LARO.HQ; unsigned letter to Phil Pearl, NPCA Regional Director, 21 May 1996, file Crescent Bay EA, drawer 1, LARO.HQ.RMO; Scott Hunter, "New Law Chokes Crescent Bay," [Grand Coulee] *Star*, 4 Nov. 1998; Vaughn Baker, LARO Superintendent, email to Kathryn L. McKay, 16 August 2000. According to Tays, many locals approved of the tribes' plans to develop Crescent Bay because the tribes had done such good work with the Seven Bays and Keller Ferry concessions. Some county commissioners, on the other hand, resented the direct negotiations, which they viewed as the government granting preferential rights to Indians. Under the current Concessions Management Act, the tribes could negotiate directly with the Park Service if their request were approved by the NPS Director and the Secretary of the Interior.

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[148] Dashiell phone interview.

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Chapter 8

Changing Stories: Interpretation

The National Park Service has long considered basic interpretation of a park's natural and cultural resources an essential tool for enhancing public enjoyment of the park. The agency also believes that when visitors understand an area's resources through good interpretation, they are more likely to be concerned about protecting those resources. Until the early 1960s, however, the only interpretation available to visitors in the Lake Roosevelt area was that provided by the U.S. Bureau of Reclamation (Reclamation) at Grand Coulee Dam with only minimal input from Lake Roosevelt National Recreation Area (LARO) personnel.

> **There are no outstanding natural, historic, archeological, or other features deemed sufficiently important to attract visitors. However, the features that do exist are of sufficient note that their proper and adequate "interpretation" will make the visitors' stay much more interesting and meaningful.**
>
> **-- CODA, "Statement for Interpretation type document," 1957[1]**

From the 1960s until the 1980s, much of the interpretation provided by LARO naturalists and rangers focused on recreational skills. When Interpretive Specialist Dan Brown arrived in 1988, the interpretive program was "not really all that well developed." He recalled that the park was "treated kind of like an urban recreation area – kite flying," with classes in skills such as paddling canoes and snorkeling. The focus of interpretation at Fort Spokane was on the military period only, leaving out many other important aspects of the site. Former Superintendent Gerry Tays agrees that interpretive efforts were "not getting their fair treatment."[2] The interpretive program at LARO has changed greatly since then.

Interpretation by the U.S. Bureau of Reclamation

Americans and foreigners alike are fascinated by the story of Grand Coulee Dam. Since the 1930s, publicity has made it truly larger than life. Reclamation, having already experienced the public's great interest in the construction of Boulder Dam, built a grandstand for visitors to view the construction activity at Grand Coulee Dam. In 1936, two parking lots and vista points, one on each side of the Columbia River, provided vantage points of the construction, and eloquent guides lectured on the art and science of dam building. A construction model and a hydraulic model of the dam were displayed. Several hundred thousand people came to the site each year, and Reclamation made them feel welcome. From then until today, the emphasis of interpretation at the dam is upon the engineering achievements that the dam represents. For example, a 1998 Reclamation handout at the Visitor Arrival Center proclaims, "The creation of Grand Coulee Dam is a story of developing and using equipment of gigantic proportions, breaking records, taking risks and reaching unique and innovative solutions to build a giant among dams."[3]

> **The public provided a seemingly insatiable appetite for statistics about "the eight wonders of the world." People loved to hear how many pancakes the 3,000 to 6,000 workers ate each morning at breakfast or how many miles of tubes ran through the dam. They devoured pictures of the great structure, as high as a forty-six-story building, just five feet shorter than the Washington Monument, and they saw drawings of the 12.5 million barrels of concrete or envisioned them together in a train 500 miles long. Most popular were comparisons with the Great Pyramid of Egypt, or two, or three, or even four of them.**
>
> **-- Paul Pitzer, *Grand Coulee*, 1994**[4]

In 1941, Reclamation began planning a museum to interpret the construction and purposes of Grand Coulee Dam. The agency offered space in the facility to the National Park Service for natural history exhibits and an office. Under the first interbureau agreement for managing Lake Roosevelt, signed that year, Reclamation agreed to provide guides and lecture services at the dam and to coordinate that activity with related services established elsewhere by the Park Service. This was reaffirmed in the 1946 Tri-Party Agreement.[5]

World War II curtailed tourism at the dam, however. Beginning in 1941, federal guards protected the dam day and night from sabotage, theft, and military attack. Fences blocked entry at both ends of the dam, and boats patrolled the waters of Lake Roosevelt. After the war ended, Reclamation built a tourist railroad (flatcars pulled by an engine) that carried tourists from the west vista house to the powerhouse to see the generators and then back to the west vista house. In 1950, Reclamation transferred the Crown Point site, which has marvelous views of the dam and of Lake Roosevelt, to the State Parks and Recreation Commission, with the understanding that any development of the site would be coordinated with the Park Service.[6]

Claude Greider, LARO's first superintendent, encouraged Reclamation guides to mention the Park Service and the national recreation area in their talks. He even provided several draft paragraphs outlining the recreational development the Park Service hoped to achieve along Lake Roosevelt. Frank Banks, Reclamation District Manager, felt that the lecturers should provide information in their own words, but he did approve one sentence stating that the reservoir was under the jurisdiction of the Park Service. Perhaps this rather uncooperative attitude of Reclamation was responsible for Greider's feeling that the Park Service interpretive program should be "completely independent" of Reclamation.[7]

To encourage visitors to stay overnight, Reclamation created a very popular thirty-minute display of colored lights playing on the water spilling over the face of the dam. The seasonal light show began in 1957, the same year Reclamation opened its new tour center. These developments led LARO Superintendent Hugh Peyton to anticipate increased visitation to the national recreation area's facilities at Spring Canyon and North

Marina. Although the tour center focused on telling the story of the construction of Grand Coulee Dam, Reclamation did invite LARO to provide a large map of the national recreation area (NRA) for the lobby and one or two photographs for a slide show. When LARO personnel requested Park Service help with this project, however, they were told to wait until the Western Museum Laboratory (where exhibit specialists were located) was in operation. The work was done in 1960, with detailed directions provided by LARO Superintendent Homer Robinson, who asked that visitor facilities be shown by symbols and activities by cartoon characters. Although visitors had no trouble finding the Reclamation tour center, they had more difficulty finding Park Service facilities along the lake because of the lack of signs on approach roads.[9]

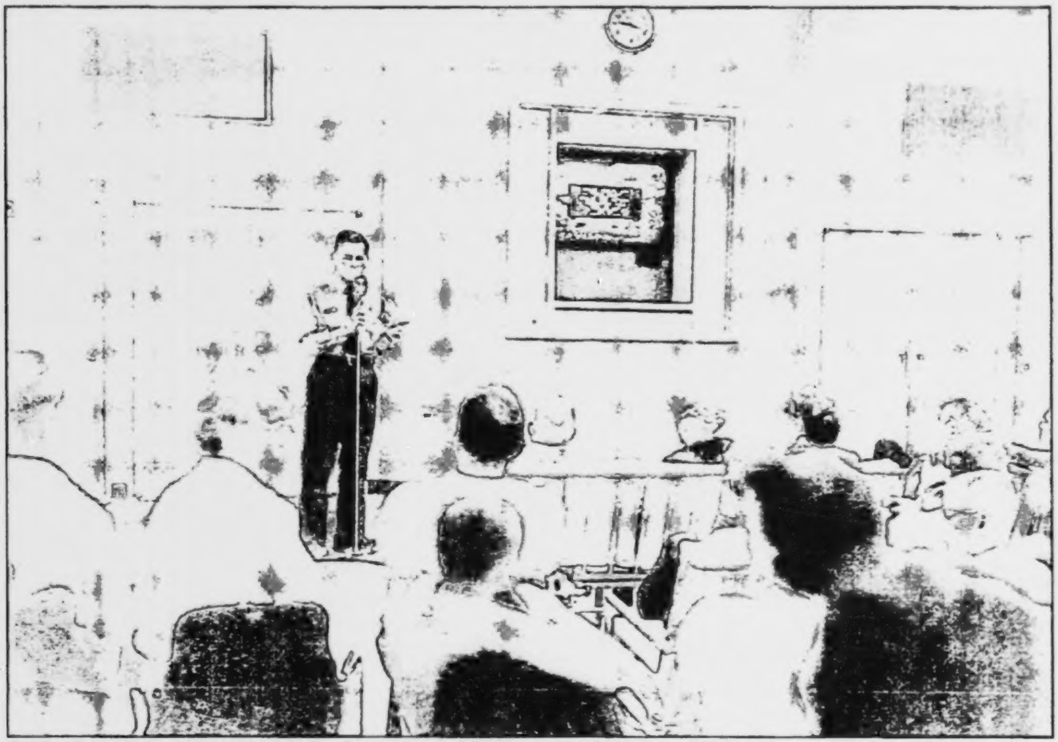
I have the feeling that the National Park Service interpretive program should be centered upon the recreational area and that all lectures and interpretive devices around and in the vicinity of the Dam should be left to the Bureau of Reclamation. There appears no way to integrate the different procedures practiced. A distinct personality is to be expected from our presentation and it can only be achieved out in the field area assigned for administration to the Service. . . . The story of the Coulee Dam had best be left to the builders.

-- John E. Doerr, Park Service Chief Naturalist, 1949[8]

In 1961, Reclamation replaced its guided tours of the powerhouse with a free self-guided tour of the powerhouse and later of the pumping plant, too, with taped talks at a number of locations. During the 1960s, the Reclamation tour center was staffed jointly by Reclamation and the Park Service. LARO Park Naturalist Paul McCrary wrote, "The interests of the Bureau of Reclamation and the Service at [Coulee Dam] go hand-in-glove. It is undesirable and impractical for the Service to establish separate visitor center facilities." During this period, up to four hundred people an hour entered the tour center. The Park Service evening programs there brought together North Marina and Spring Canyon campers and people staying in local motels, providing an opportunity for LARO personnel to emphasize the recreational opportunities of the area. But by 1967, Park Naturalist Arthur Hathaway was suggesting that these duties at the dam revert to Reclamation.[10]

The construction of the third powerhouse at Grand Coulee Dam required Reclamation to reconsider its visitor facilities. In 1967, Reclamation contracted with Spokane architect Kenneth Brooks to design ways to showcase Grand Coulee Dam. His proposal included an Arrival Center on the left bank below the left powerhouse, an exterior elevator from the top of the forebay dam to the third powerhouse, and an aerial cable car to an exhibit center high above the river that would interpret geology and human history. Most of these elaborate ideas never made it into reality.[11]

The third powerhouse construction required that the 1957 tour center be removed in 1968, and a temporary visitor center was constructed with advice from LARO Superintendent Howard Chapman. The bust of Franklin D. Roosevelt that had been dedicated in 1953 also had to be removed because of the construction. It was relocated in



Slide show being given inside Reclamation's Visitor Arrival Center, 1962. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

1974 from the site of the forebay of the third powerhouse on the east end of the dam to its present site on the left bank just upstream of the dam. The Spokane World's Fair of 1974 led to very high visitation; over 468,000 people came to the dam that year.[12]

Ever since the 1940s, LARO staff had been urging Reclamation to provide more information to dam visitors on the recreational facilities along Lake Roosevelt. During the planning for the existing Reclamation Visitor Arrival Center (VAC), which opened in 1981, the Park Service expected to have significant input in exhibit planning. LARO staff proposed producing a joint film that would describe both the dam tours and other recreational activities. LARO hoped to be able to provide "short, but pleasant and light" exhibits in the new facility, along with a publication sales outlet and evening programs.[13] LARO's suggestions were not always adopted, however. When LARO Superintendent William Dunmire reviewed the exhibit plan for the new VAC, he wrote, "I am astonished to find no focus on Coulee Dam National Recreation Area in this plan other than as a minor element of the CRT units [television or computer screens]. . . . I had discussed the desirability of having an orientation sequence to recreational opportunities on Lake Roosevelt a year or so ago with Bob Evans and understood that it would be incorporated in the plan."[14]

The spillway colored lighting program was discontinued in 1977 because the new powerhouse required more water for power generation (spilling water over the face of the dam thus became wasteful). The light show was replaced by lectures and movies sponsored by the Park Service and Reclamation. Because of public demand, in 1989 Congress authorized a laser light show to be played across the face of the dam, a program that requires much less water to be spilled. The show runs every night from May until September. The laser light show uses popular music and a human voice speaking as the Columbia River to provide a thumbnail history of the river and the people who have lived along it and used its waters. Although it does mention recreation as a benefit of the Columbia Basin Irrigation Project, the only reservoir it mentions by name is Banks Lake; Lake Roosevelt and the NRA are not specifically mentioned.[15]

Even though the planning documents written in the 1970s and 1980s called for the Park Service to partner with Reclamation, this did not happen until the early 1990s. LARO staff felt that the 1981 VAC did not lend itself to much more than dispensing park brochures and program schedules and providing recreational information at computer stations. Often even these methods of getting out the word about LARO failed, such as when the computer printers were down or the folders had all been handed out. The new 1990 Multi-Party Agreement, however, mentioned that interpretation at the Reclamation VAC should address the impact of the Columbia Basin Irrigation Project on the tribes and also should inform visitors of available recreational resources. Chief of Interpretation Dan Brown approached Reclamation officials with a proposal based partly on the interpretation program at Glen Canyon National Recreation Area, where the Park Service, not Reclamation, led interpretive tours through the dam's powerhouse. According to Brown, Reclamation was reluctant to have LARO personnel share the same information desk because "our uniforms were more official looking and they felt that visitors would come to us rather than to them, and they were right."[16] Personnel of both agencies shared the same information desk in 1990 and 1991, but then the Park Service was relegated to a small desk that was not easily visible, so less than 10 percent of the nearly 500,000 annual visitors stopped at it.[17]

LARO had had an agreement with Reclamation that a blind vendor would sell LARO books at the VAC; these sales contributed significantly to the park's total sales. (Blind vendors, by law, are given priority rights to provide concession services in appropriate federal buildings). When LARO personnel began staffing the VAC, Reclamation relocated the vendor to a trailer in the parking lot because the vendor was not willing to share the inside space with the Park Service. The State Department of Services for the Blind contended that the Northwest Interpretive Association (LARO's cooperating association) was a vending facility in direct competition with the displaced visually impaired vendor and should be prohibited from selling books. Dan Brown and others were called to Seattle in 1995 to testify regarding the case. An arbitration board decided in favor of the blind vendor, and the Park Service had to move out of the VAC. If the Park Service continued to sell publications in the VAC, the agency would have to give a percentage of sales to the blind vendor. The Park Service decided not to continue its presence and sales items there. Brown summarized, "We essentially just closed up shop and went home. It was a four-year challenge." He felt that it was difficult to make a strong case for the Park Service without more support from within the agency, from Reclamation, and from the cooperating association. Today, the blind vendor in the VAC sells a few LARO items; he buys them from the Northwest Interpretive Association and sets his own prices.[18]

Current LARO Superintendent Vaughn Baker does not plan to have Park Service interpretive personnel work at the VAC. "Frankly, I wouldn't want to be there," he said. "The purpose of the VAC is to tell the story of the dam, and that's not why we're here. That's Reclamation's story; that's not our story." Currently the only Park Service "presence" in the Reclamation facility is a large map of the national recreation area. Present interpretive staff remains interested in helping Reclamation "flesh out their story," but whether this will occur remains to be seen.[19]

Interpretive Staffing at LARO

LARO did not have any personnel who specialized in interpretation until the early 1960s. Although LARO and Regional Office staff did some interpretive planning during the 1940s and 1950s, no interpretive services were provided at all until 1962. The Mission 66 program provided the funding to create interpretive facilities and hire small staff. In 1962, two ranger naturalists were hired, and soon the program moved from planning and development into administration of services. In November 1977, the Interpretation & Resource Management structure was converted into two new operating divisions: Visitor Protection and Resource Management, and Interpretation and Visitor Services. In 1978, the first year LARO had a separate Division of Interpretation, District Rangers and Technicians worked 25 percent of their time in interpretation. Seasonals worked in interpretation most of the time but also had other duties.[20]

LARO's interpretive program through the 1980s accounted for less than 10 percent of the park's staff time and only 5 to 7 percent of the park's base funding. Between 1977 and 1991, LARO interpretive staffing ranged from one to nearly three permanent positions and up to nearly three seasonals. This fell well below the minimum level of interpretive services, which was considered to be two permanent staff and almost four seasonals. Seasonal interpreters were brought on late and were not ready to present programs until early July, well after the visitor season had begun. In some years, interpretive programs had to be cancelled at particular campgrounds, and the Fort Spokane Visitor Center could not be kept open seven days a week.[21]

Dan Brown was hired in 1988 as LARO's Interpretive Specialist. In approximately 1990, a separate Division of Interpretation was again created (evidently the earlier division had been merged back with visitor protection and resource management in the 1980s). This gave the Interpretive Specialist direct-line authority to manage the NRA's interpretive program and a seat at the park's management table. Cultural resource management responsibilities were removed from the Interpretive Specialist position in 1992. The interpretive division at that time had little funding; of the park's seventy-two full-time equivalents in 1989, interpretation accounted for only three positions. When Gerry Tays was hired as LARO Superintendent in 1993, Park Service Regional Director Charles Odegaard asked him to elevate the role of interpretation in the park. Meanwhile, Brown continued to emphasize the inadequacy of staffing and funding for the program in the early 1990s. The division oversaw visitor centers (separated by some ninety miles), five cooperating association sales outlets, six amphitheaters, a living history program, community outreach, wayside exhibits at nine locations, a park publications program, and the museum collection. Funding for a South District interpreter was provided in 1991. Brown deliberately closed down the interpretive programming at Kettle Falls in an effort to force park management to provide funds for a North District interpreter. This position was, in fact, funded in 1995. Brown also took money out of the interpretive program budget that was needed for seasonals in order to hire an education technician, knowing the park would eventually provide the money to bring on seasonals for interpretation.[22]

Brown recognized that managers of particular programs within the park had an interest in protecting their own programs:

> We had some extremely sharp individuals for division chiefs while I was there. They were very, very aggressive and were very good at building their own programs. They saw interpretation's growth as challenging resources that could come to their programs. They didn't mind if interpretation grew, as long as it didn't take money away from their program.[23]

Through the 1990s, the interpretive program continued to rely heavily on volunteers and interns. Congress established the Volunteers-in-Parks program in 1970 to augment the visitor experience. At LARO, as at other parks, the volunteers have mostly been involved with the interpretive program. The jobs of these volunteers, some of them experts in particular fields, have included staffing information desks, administering children's programs, assisting with archaeological excavations, working in resource management, working on museum-related projects, performing living history, and serving as Interpretive Hosts at campgrounds. An employee of the National Air and Space Museum started an innovative nationwide program known as "sky talks." He arranged for volunteer astronomers to give talks in national parks, and in 1974 he began a program to train Park Service personnel to give these programs. Sky talks were given at LARO in 1973 and 1974 and perhaps other years as part of this initiative. The number of volunteers each season ranged from less than five to fifty (the latter was in 1985), and their cost per hour to the park was quite low.[24]

Another program that has provided volunteers to the interpretive division of LARO is the Student Conservation Association, founded in 1957. The program funds college or high school students who work in national parks in various capacities. For a number of years, LARO has had one or several Student Conservation Association volunteers who provide interpretive services during the visitor season.[25]

Significance of LARO – What to Interpret?

The 1941 draft agreement between Reclamation, National Park Service, and Office of Indian Affairs assigned the Park Service the responsibility of establishing a museum at LARO. The question of the primary interpretive themes for the recreation area has been debated and refined by the Park Service ever since. In 1941, Mount Rainier Park

Naturalist Howard Stagner and Senior Archeologist Jesse Nusbaum spent a couple of days at Lake Roosevelt surveying the "values" of the area. The Park Service Supervisor of Interpretation felt that the main story was geology and that archaeology or history would play a minor role. Stagner suggested that all the interpretive work be administered by one agency (Park Service or Reclamation), including the engineering and reclamation story and natural history, to ensure fair emphasis and effective coordination. Park Service Regional Geologist J. Volney Lewis also emphasized the geology of the area as a primary theme and recommended that the Park Service and Washington state cooperate in a roadside exhibit at Dry Falls State Park.[26]

The 1944 Development Outline and the 1948 Master Plan for LARO also emphasized the geology and natural history of the area and downplayed the historical values. In 1949, Regional Naturalist Dorr Yeager prepared a Preliminary Interpretive Development Outline for LARO. His report focused on the geological and biological values and mentioned as secondary the need for historical exhibits on the "romantic history of the Columbia River as a route for early day travel." He felt that visitors to Kettle Falls would be the most receptive to interpretation and recommended focusing efforts there, with a small museum and conducted nature walks.[27]

During the 1940s and 1950s, Regional Office personnel and the LARO Superintendent researched the history of the upper Columbia River. Aubrey Neasham, Regional Historian, prepared a brief history of LARO in the late 1940s that covered its pre-dam history. In the early 1960s, LARO began preparing resource study proposals for archaeological site surveys and for a more detailed and site-specific history of the Lake Roosevelt area that would help in interpreting the recreation area to visitors.[28]

Two late 1950s documents, the 1957 Statement for Interpretation and the 1958 Museum Prospectus for LARO, addressed the question of interpretive themes once again. The first report emphasized the Grand Coulee as the foremost natural feature to interpret; historical features included Fort Colvile, Fort Spokane, American Indian leaders, pictographs, and Kettle Falls. The second report made specific recommendations about which visitor centers would address which topics: Fort Spokane – history, geology, ethnology, and biology; Kettle Falls – history, ethnology, and biology; and North Marina – geology and desert flora.[29]

By the early 1960s, when LARO had its own interpretive staff, the emphasis of interpretation was on water recreation, with history and natural history as secondary. The 1964 Master Plan for LARO included the goal of providing "informational and interpretive programs primarily oriented to enjoyment of available recreational resources." By 1971, however, water recreation was being given equal weight with human history and natural history in the recreation area's interpretive program.[30]

LARO staff prepared an Interpretive Prospectus for the NRA in 1975. This document mentioned several interpretive themes: establishing National Park Service identity as separate from Reclamation; water recreation; story of the Columbia River; and story of the formation of the reservoir and its effect on the people around it. The prospectus

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contained some new ideas, including restoring buildings at Bossburg and interpreting the mining history of the area. The geologic story of the Grand Coulee would not be told because it was already being covered at Dry Falls. Interpreters would focus on subjects in the area where the program was being held. Interpretation would show "how the hand of man in modern times has shaped and controlled this region's landscape and how recreation opportunities were made possible by creation of the lake impoundment." By the early 1990s, LARO had added a new, broad theme to those of recreation and human and natural history: the Ice Age Floods and how the recreation area's geologic features relate to that far-reaching series of events.[32]

Interpretive theme for LARO:

"To interpret the recreational resources and related activities as a means of increasing visitor enjoyment. Secondary themes including history (particularly at Fort Spokane), archeology, and natural history are appropriate and desirable for those visitors wishing mental stimulation as well as physical recreation."

-- National Park Service, *A Master Plan for Coulee Dam National Recreation Area,* 1968[31]

The nation's bicentennial in 1976 led the Park Service to direct LARO and all other Park Service units to incorporate special Bicentennial activities into their interpretive programs. LARO did so. Other new, rather specialized themes being emphasized nationwide at this time that also affected LARO's programming included energy conservation, resource preservation, cultural minorities, and environmental education. Many of LARO's programs were aimed at increasing recreational visitor safety, often through hands-on instruction in boating, water skiing, sailing, canoeing, and snorkeling. These skills-oriented programs, along with arts and crafts and games, were replaced by 1993 with guided canoe trips and additional environmental education activities. At the same time, campfire programs changed from showing Walt Disney and Marx Brothers films and cartoons to ranger-developed programs on various park resources. One new interpretive effort focused on the park's peregrine falcon reintroduction program.[33]

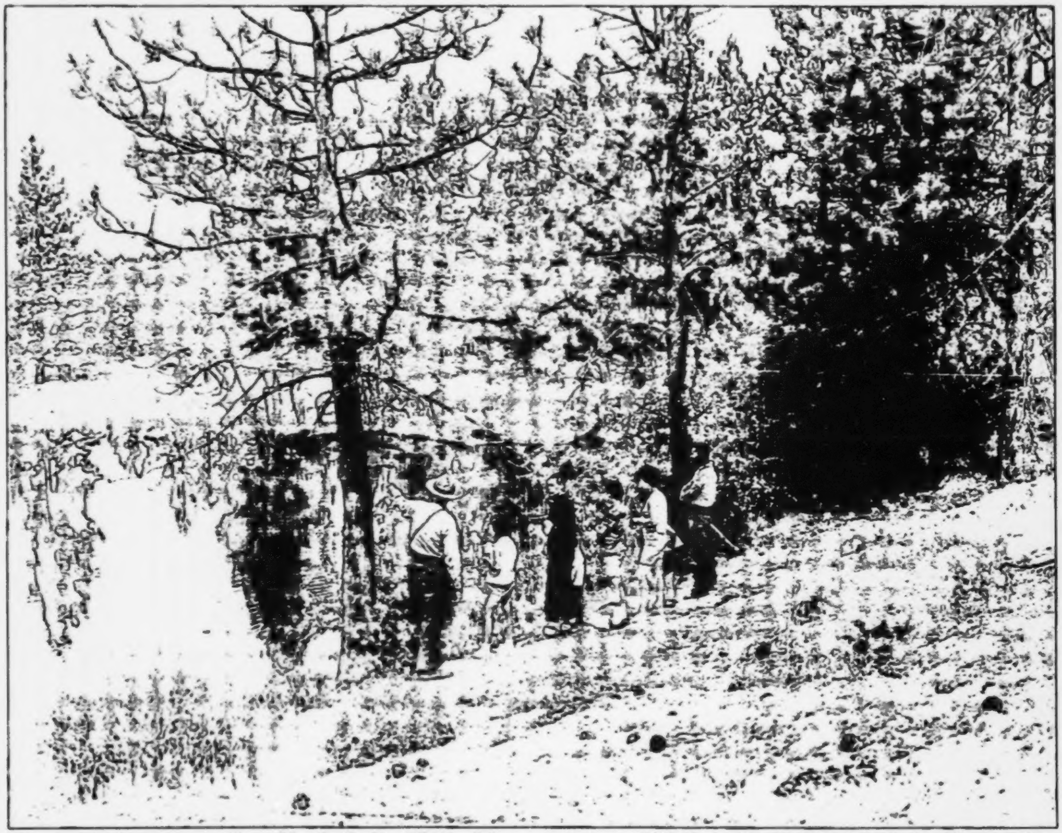
Contractors completed LARO's Historic Resource Study in 1980. This report suggested quite a few historic sites within the NRA, both above and below the water, that could be interpreted to the public. These sites included Chinese placer mining sites, Hunters Landing, the John Rickey homestead, Klaxta townsite, Seaton ferry, Old Detillion Bridge, Bossburg, flooded communities, and the Hawk Creek orchards and railway grade. Some, but not many, of these sites and topics have been interpreted over the years. For example, North District staff have given gold-panning demonstrations and talked about the history of mining in the area.[34]

The 1998 Draft General Management Plan for LARO outlined several primary and secondary interpretive themes for the NRA: the transition zone between the desert-like Columbia Basin to the south and the slightly wetter Okanogan highlands to the north; river economies, traditional land use, archaeological research, and geo-archaeology studies; the continuing cultural heritage of today's tribes; the fur trade; Fort Spokane; and the dam and reservoir. It also established an "historic and interpretive management area" for LARO that encompassed Fort Spokane and designated sites in the Kettle Falls area.[35]

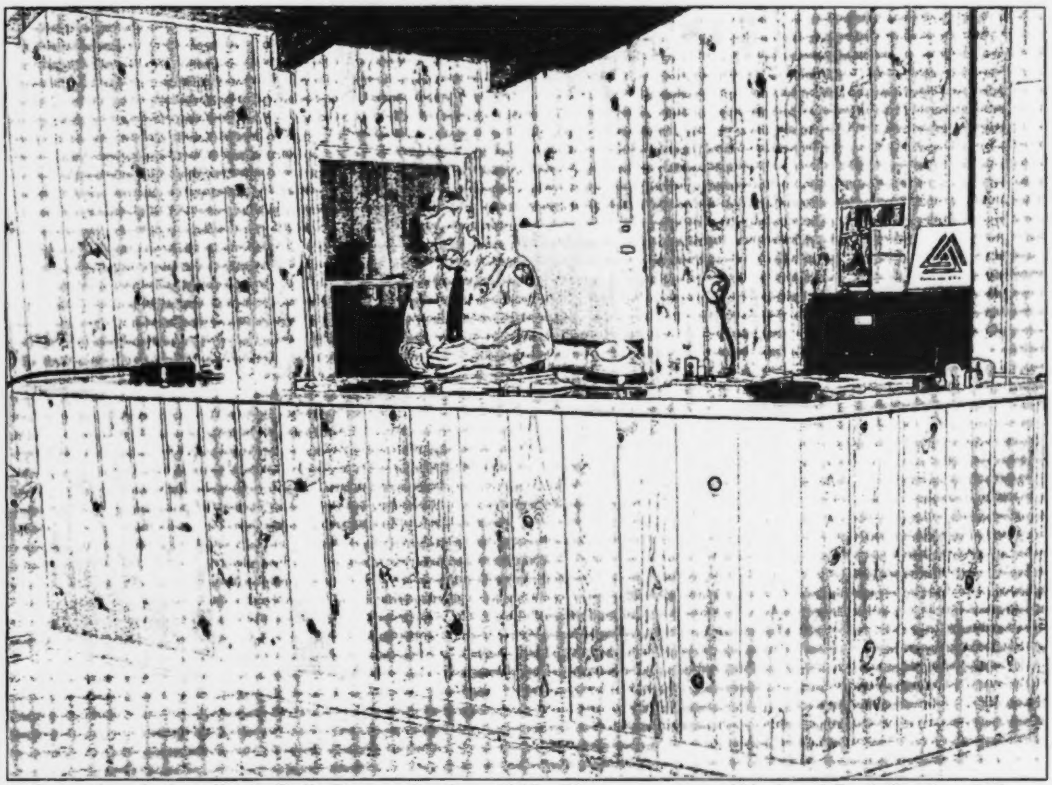
In the early 1990s, the Park Service changed its interpretive planning process. The Interpretive Prospectus, which dealt with the media portion of interpretation, was combined with the Statement for Interpretation, which covered personal services, to form a document known as the Interpretive Plan, which is currently being prepared. The draft document notes that fewer than 5 percent of LARO's visitors attended interpretive programs. In the recent General Management Plan, the interpretive themes revolve around the NRA's geology, natural history, cultural history, and recreation opportunities.[36]

Interpretive Facilities

The Park Service museum program did not receive much funding until the Mission 66 years. The Museum Branch located in Washington, D.C., produced many exhibit plans for western units of the National Park System between 1956 and 1966, and this helped justify the reestablishment of the Western Museum Laboratory in San Francisco in 1957.



Ranger-led nature walk at Kettle Falls, 1963. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).



Information desk at Kettle Falls Ranger Station, 1967. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

Mission 66 planners called the buildings that housed these exhibits "visitor centers" rather than "museums" to reflect their dual functions of providing both visitor orientation and area information at lobby information desks and traditional exhibits. Most of the exhibits used a narrative approach, with exhibits arranged to illustrate a series of related ideas.[37]

LARO's staff of the 1950s had a quite modest vision of interpretive facilities needed at the recreation area. In fact, the Chief of the Division of Interpretation on the national level recommended disapproval of LARO's Mission 66 prospectus because its proposed facilities and staffing were so inadequate. The proposal called for one naturalist and one ranger-naturalist through 1966, with no funding budgeted for self-guided trails, wayside exhibits, interpretive signs, or campfire circles. These deficiencies were corrected in the 1957 Statement for Interpretation.[38]

Mission 66 funded visitor centers, visitor-activated audiovisual devices, and amphitheaters and campfire circles Servicewide. The three visitor centers proposed for construction at LARO under Mission 66 were at Fort Spokane (also the proposed site of park headquarters at this time), North Marina, and Kettle Falls. In general, each was to interpret resources best suited to its locality, with little overlaps among the three and no overlap with Reclamation exhibits at the dam. Each would have orientation and information exhibits in a lobby with additional interpretive exhibits elsewhere. Topics covered would include geology, natural history, human history, the national park idea, and boating safety. The stories would be presented through audiovisual programs and static exhibits. The planners believed that most visitor contacts would be made in the visitor centers and through wayside exhibits rather than through naturalist programs.[39]

The 1964 Interpretive Prospectus for LARO benefited from the lessons learned from operating the area's interpretive program for three visitor seasons. It recommended that the visitor centers have changing exhibits to attract repeat visitors. Campfire programs and conducted walks, wayside exhibits at boat launch ramps and along highways, and off-site programs about the recreation area were also recommended.[40]

By 1968, LARO's interpretive program was mostly centered at Fort Spokane and Kettle Falls. At Fort Spokane, audiovisual programs were supplemented by tours of selected historic buildings and a self-guided trail. Both areas had campfire circles, as did Porcupine Bay and Evans, and more were proposed. The district information stations served as both staff offices and as visitor contact stations, providing area and local information, publications for sale, first aid, law enforcement, fee collection, and interpretive services.[41]

LARO's interpretive facilities included six amphitheaters in 1989. Four of these were soon upgraded with new enclosed projection booths, control panels, column speakers, and improved lighting systems. They seated 60 to 175 people. A 1990s interpretive facilities project created the Kettle Falls Visitor Contact Station in 1995, which housed the North District Interpreter and LARO Archeologist.[42]

Beginning in approximately 1970, the LARO Superintendent supervised personnel at the Park Service's Spokane field office, which was established to support Park Service participation in Spokane's Expo 74. The personnel based there, generally two employees, provided information about various national parks; conducted outreach interpretive activities in the Spokane area; worked with local outdoor recreation groups; worked with the local news media; and presented teacher workshops. Instead of being phased out after the Expo, in 1975 the Park Service field office in Spokane was combined with that of the U.S. Forest Service. In 1977, the joint information office moved to the lobby of Spokane's federal courthouse building in order to provide better public access. Because of Park Service studies of its field offices Servicewide, the Spokane office was closed in early 1982, although the Forest Service continued to respond to requests for information on Park Service units.[43]

In 1968, LARO's Master Plan mentioned that a joint-agency visitor contact station near Kettle Falls would be a convenient place for visitors to learn about the NRA, and this was noted again in the park's 1975 Interpretive Prospectus. Prompted by the imminent opening of the North Cascades Highway and Spokane Expo 74, LARO and Colville National Forest personnel began planning for a multi-agency visitor center located where Highway 395 crossed Lake Roosevelt in the Kettle Falls area. By 1993, the Park Service, Bonneville Power Administration, Reclamation, and Washington Department of Wildlife were also involved in the project. Agency personnel obtained a design for the building and almost $375,000 in funding, and LARO interpretive personnel drafted the exhibit text and designed some of the interior facilities. Park Service and Forest Service personnel were slated to staff the building during the summers, although some at LARO saw the project as a potential drain to park resources. The facility, known as the Sherman Pass Interagency Visitor Center, was scheduled to open in 1995. The project "died a slow, painful death" in 1995, however, because of the lack of a formal cooperative agreement for leasing the land from the Washington Department of Wildlife. Neither the Forest Service nor the Park Service had the time or energy to pick up the ball and bring the project back to life. LARO staff are willing to partner again, but not to take the lead to revive the project.[45]

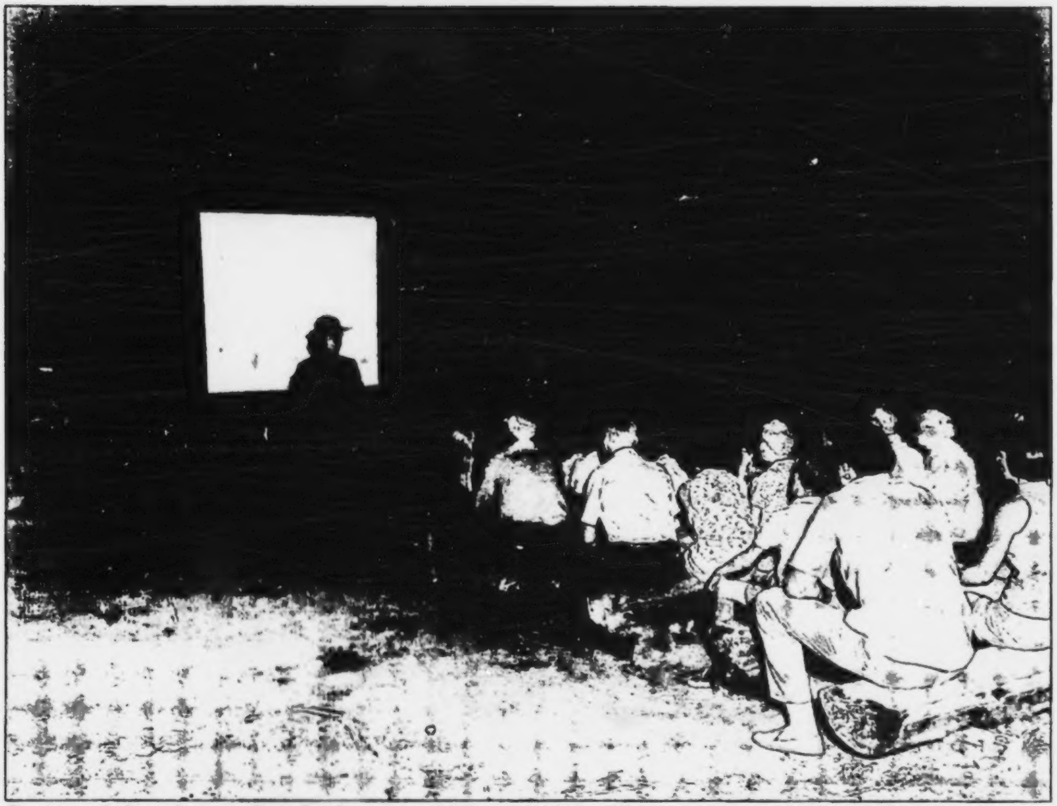
Park Headquarters serves some visitor contact function in Coulee Dam, for those who stumble across it. Indeed, on entering the village from the main highway, one finds two signs on the same pole, one with an arrow toward "Visitor Information" (a local operation) and another sign directing a traveler to "National Park Service" in a different direction. The distinction is the more mystifying in that access to either is handy by the same route.

-- Harpers Ferry Center, "Draft Interpretive Prospectus, Coulee Dam National Recreation Area," 1993[44]

Interpretive Programs

LARO's first Statement for Interpretation, prepared in 1957, declared that "the interpretive program must be taken to the visitor."[46] LARO personnel of the 1950s recommended several types of naturalist programs to serve visitors to the recreation area. These included conducted boat trips, auto caravans to pictographs and geological formations, and evening campfire programs. The first interpretive services were provided in 1962. The 1964 Interpretive Prospectus for LARO emphasized campfire programs as the basic tool for interpretation, supplemented by conducted walks and boat trips. Daytime programs such as naturalist walks, however, had low attendance. Evening programs were more popular, but the Park Naturalist emphasized that visitors were tired by evening and the programs needed to be entertaining, relaxing, enthusiastic, and no longer than forty-five minutes. The 1964 plans called for campfire circles at Fort Spokane, Porcupine Bay, and Evans campgrounds to supplement the amphitheater already in use at Kettle Falls.[47]

When a formal interpretation program began at LARO in 1962, it emphasized personal contact. This worked relatively well when funding allowed and when the visitation was not too high. Personal contact programs in the 1970s included evening campfire programs, nature and history walks (some specifically for children), historic building tours, living history, guided canoe trips at Kettle Falls, and visitor center and informal contacts by LARO staff, VIPs, and tribal members. Interpretation was a hard sell to many recreationists, and LARO staff had to be inventive in encouraging people to come to programs. Topics of programs during the 1970s included wildlife, plants, geology, fire



Program being given at Fort Spokane amphitheater, 1968. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

safety, astronomy, insects, history, energy conservation, and recreation. The ever-popular living history program at Fort Spokane began in 1973. According to a 1981 report, about 15 percent of LARO's summer visitors attended interpretive programs. Because most visitors were repeat visitors who came on weekends, most programs were given on weekend evenings, and films provided variety.[48]

The interpretive program of the 1980s was much the same, with continued emphasis on water recreation and safety and on living history. Guest interpreters presented a number of special programs, including popular clinics on fishing for walleye. The annual Old Fashioned Community Christmas at Coulee Dam, sponsored by LARO, was instituted in 1985. Another new and popular program was weekly guided canoe trips on Crescent Bay Lake. LARO personnel found that roving through campgrounds and day-use areas an hour before an interpretive program greatly increased attendance. The assumption that more diverse programs were needed to serve repeat visitors was called into question by a 1990 survey that found that only 12.8 percent of visitors had decided not to attend a program because they had seen it before.[49]

A survey of LARO visitors was done in 1990 to document the existing situation and make recommendations to management to improve attendance at interpretive programs.

The consultant noted that interpretive desires of visitors to recreation areas differed from those visiting traditional national parks, noting that many have said that a national recreation area is "just a place to get wet." The survey found that although visitor preferences tended to vary with location, wildlife was the favorite topic. Recommendations included emphasizing different subjects at different locations, offering evening programs between 8 and 9 p.m., and making more effort to let people know about programs through improved bulletin boards, newsletters, and program flyers. Program attendance did increase in 1991, even though programs decreased by one-third, probably because LARO implemented the recommendations of the 1990 study. A popular new children's program was initiated in 1991 to teach children how to fish. Because almost one-quarter of LARO visitors were children, children's programming was expanded to include the new Junior Ranger program. Recreational skills demonstrations were greatly de-emphasized in 1993 and were replaced with additional environmental education activities.[51]

> **The recreational programs of basket weaving, building sandcastles, scuba diving lessons and showing Disney films, have been replaced with programs that interpret the cultural and natural resources of the park. The small-type, text-only information sheets have been replaced with NPS format site bulletins with attractive graphics and layout. . . . The foundation is now in place for a strong interpretive program.**
>
> **-- CODA, "Operations Evaluation Executive Summary," 1994-1995[50]**

LARO reports from the 1940s through the 1960s sometimes mentioned the importance of interpreting American Indian use of the Columbia River, often focusing on the pre-contact era. LARO's first Statement for Interpretation suggested that local tribal members could set up displays and give talks on Indian villages in the area, fishing at Kettle Falls, and other topics. In 1971, LARO received funding from the Regional Office to promote cultural demonstrations, and members of the Colville Confederated Tribes (CCT) and Spokane Tribe of Indians (STI) put on programs at several campgrounds that were well received. LARO's operating budget financed a number of cultural programs, but soon the Mount Rainier Natural History Association (LARO's cooperating association was an affiliate of this group) began to fund the programs. Art Hathaway, LARO's Assistant Chief, Interpretation and Resource Management, set up the cultural demonstrations with the tribes. He stated that the purpose of these programs was to inform visitors about local and other tribes and their cultures. CCT tribal member and LARO seasonal ranger Howard "Doodle" Stewart made contacts with many tribal members and arranged for these programs. One program featured a CCT woman beading the Park Service arrowhead symbol. Other programs, however, consisted of dancing, drumming, chanting, stories and legends, leather crafts, art, and tepee raising. The tribal participants also sold food and craft items. These special programs were presented only 1971-1973; they were discontinued after Hathaway transferred to the Spokane field office in 1974.[52]

Members of Spokane Tribe of Indians dancing at Fort Spokane for a cultural demonstration program, ca. 1971. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 3165).

In keeping with a 1973 Park Service directive to show greater sensitivity to cultural diversity in interpretation, LARO's 1980 General Management Plan stated that the park would support programs concerning American Indians whose lives were closely associated with the recreation area and its general vicinity. Besides the 1970s cultural demonstrations mentioned above, another such program, starting in 1980, invited Indian artists to interpret the park. A 1981 LARO document, however, reported only limited interest in joint tribal/Park Service program development. In 1987, the Park Service made an official commitment to respect and actively promote tribal cultures as a component of the parks themselves. Under this policy, Park Service personnel were urged to actively consult with American Indians on interpretive programs relating to particular tribes, develop cooperative programs with tribes, and provide for presentation of tribal perspectives of their lifeways and resources.[53]

In 1990, LARO began bringing in guest speakers from the CCT to present campfire programs on local Indian culture. LARO's 1993 Statement for Interpretation specifically mentioned that the park would pursue hiring a tribal member through the Job Training Partnership Act to present craft demonstrations, staff the Visitor Arrival Center information desk, and provide information on tribal culture and the Reservation Zone of

Lake Roosevelt. The 1998 Draft General Management Plan also stated that the park would try to improve the blend of all themes, including stories of the aboriginal inhabitants of the area. Two examples of these efforts are American Indian cultural programs at Spring Canyon and the 1999 exhibit at Fort Spokane on the Indian Boarding School era. Experts in subjects such as Indian history and culture currently provide specialized training for park interpretive staff.[54]

Meanwhile, since the 1970s the CCT and the STI have worked to establish tribal museums of their own. The Colville Tribal Museum and Gift Shop opened by 1991 in the town of Coulee Dam, and the Spokanes opened a museum in Wellpinit in approximately 1975 (this is no longer operating).[56]

> **Today, if one visits the Coulee Dam Recreational Areas that are administered by the NPS or the Bureau of Reclamations' Visitor Center at Coulee Dam, there is a void of information, exhibits, and displays to the visitor to enlighten him that there is a Colville Indian Reservation not only boarding [*sic*] the Coulee Dam project but Indian resources are an integral part of the total project. The rich culture and history of the Colvilles' [*sic*] is inundated with information and recordings of how much concrete is in the dam, kilowatt production, increased revenues to the government, the rich flow of electrical power and water away from the Reservation to the large urban areas and the rich farming areas of the Columbia Basin, respectively. The visitor is then given the opportunity to visit and utilize one of the many neat, clean, recreation areas within the Coulee Dam Project area administered by the NPS. These oasis's [*sic*] of clean cut grass, picnic tables, barbeque areas, overnight facilities, electricity, running water and picturesque picnic sites are naked to any sensitivity or recognition of the Colville Culture, History and Tradition that formerly occupied these beautiful historical Indian areas on the Columbia River.**
>
> **-- George M. Davis, Superintendent, Colville Agency, 1986[55]**

Wayside Exhibits and Interpretive Trails

Wayside exhibits along highways or at campgrounds and boat launch ramps are important at LARO because visitors often go directly to recreation sites, bypassing visitor contact stations. LARO's Mission 66 prospectus mentioned that a number of observation points with roadside exhibits would be developed along Lake Roosevelt to supplement the information available at the proposed visitor centers (this fit in with the overall Mission 66 program Servicewide). The 1958 Museum Prospectus listed twelve interpretive sites, mostly along heavily traveled roads. By 1964, LARO personnel saw the value of providing safety and other information to visitors at launch ramps, and they proposed exhibit shelters at North Marina and at Fort Spokane. They also recommended signs to interpret the geology, natural history, history, and ecology of the area.[57]

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By 1975, much of this work was still in the planning stages. The Interpretive Prospectus of that year talked about the need for visually identifiable wayside exhibits in various locations, including ones at launch ramps "where we want to hit water users with a punchy safety message." In the late 1970s, LARO signed a contract with Harpers Ferry Center for eighteen wayside exhibits for the Fort Spokane grounds and the six major launch ramps. The exhibits at the ramps were kiosks with three main panels plus side panels. By 1985 these panels were fading, and they were replaced in 1987. The new panels included a map of LARO on each central panel plus information on boat safety inspections, personal flotation devices, and emergency phone numbers.[58]

LARO embarked on a park-wide bulletin board plan in 1990. Park personnel used cyclic funding to replace exposed plywood bulletin boards with boards with locking Lexan doors, cork backing, and standardized layouts. The total number of existing bulletin boards was sixty-four. The plan called for bulletin boards at each boat ramp, campground fee payment station, restroom building, and concession facility in the NRA.[59]

LARO has a few short trails, most serving interpretive rather than purely transportation purposes. Self-guided trails within the recreation area were considered in the 1950s for the Fort Spokane, Spring Canyon, Kettle Falls, and North Marina areas. District Ranger Don Carney established the Bunchgrass Prairie Nature Trail at Spring Canyon in 1974 and wrote a trail booklet about the plants and geology of the area. The trails at Kettle Falls and Fort Spokane were developed in 1979 with information on local history along both trails. The wayside exhibits for the trail at St. Paul's Mission were installed in 1984.[60]

In 1980, the NRA's six trails totaled less than four miles in length. These consisted of Bunchgrass Prairie Nature Trail, Lava Bluff Trail, Fort Spokane Interpretive Trail, Fort Spokane Campground Trail, Kettle Falls Interpretive Trail, and St. Paul's Mission Trail. Former South District Interpreter Lynne Brougher notes, "We want to go beyond these. . . high visitor-use areas. There's a lot of history to be told out there." The park currently has plans to add more wayside exhibits in several new areas such as Hawk Creek. These would include interpretive messages on geology and local history.[61]

Publications

Little written information was available for early visitors to LARO. In 1957, the park offered a mimeographed information sheet and a map prepared by the Roosevelt Lake Log Owners Association that listed visitor facilities, but an official Park Service map and guide to the area had not yet been created. A boater's guide was prepared in the 1960s, and a free fourteen-page Park Service booklet was available by 1964. The early 1970s version of the boating guide provided safety information, a guide to specific locations and features, and information on geology, launch ramp locations, navigation lights, inundated towns, and customs inspections. In 1975, park staff prepared a folder on fish and fishing at Lake Roosevelt patterned after a Glacier National Park brochure. By this time the NRA had an official Park Service folder. Harpers Ferry Center developed a two-color folder for LARO in 1970. A four-color folder replaced this in 1984, emphasizing water recreation opportunities within the recreation area.[62]

LARO also contracted for historical publications on the area. Researcher David Chance prepared a booklet in the late 1970s on the military period of Fort Spokane, published by the Pacific Northwest National Parks Association. In 1975, park staff produced four free leaflets on Fort Colvile, St. Paul's Mission, Kettle Falls, and Fort Spokane; these were all revised in 1980. These handouts were upgraded to site bulletins in 1992, and site bulletins on Grand Coulee Dam and on the Laser Light Show were written in cooperation with Reclamation that year.[63]

LARO began publishing *The Lake Roosevelt Mirror*, its visitors' guide in newspaper form, in 1979, and it has been published most years since then. Until 1983, the Pacific Northwest National Parks and Forests Association printed the newspaper, and concession operations have also provided some funds. Then, because of a Servicewide policy change, the newspaper was no longer a special project and had to be funded by a percentage of the sales revenues generated at park sales outlets. LARO's percentage obtained in this way did not equal the costs of the newspaper until 1986.[64]

Fort Spokane

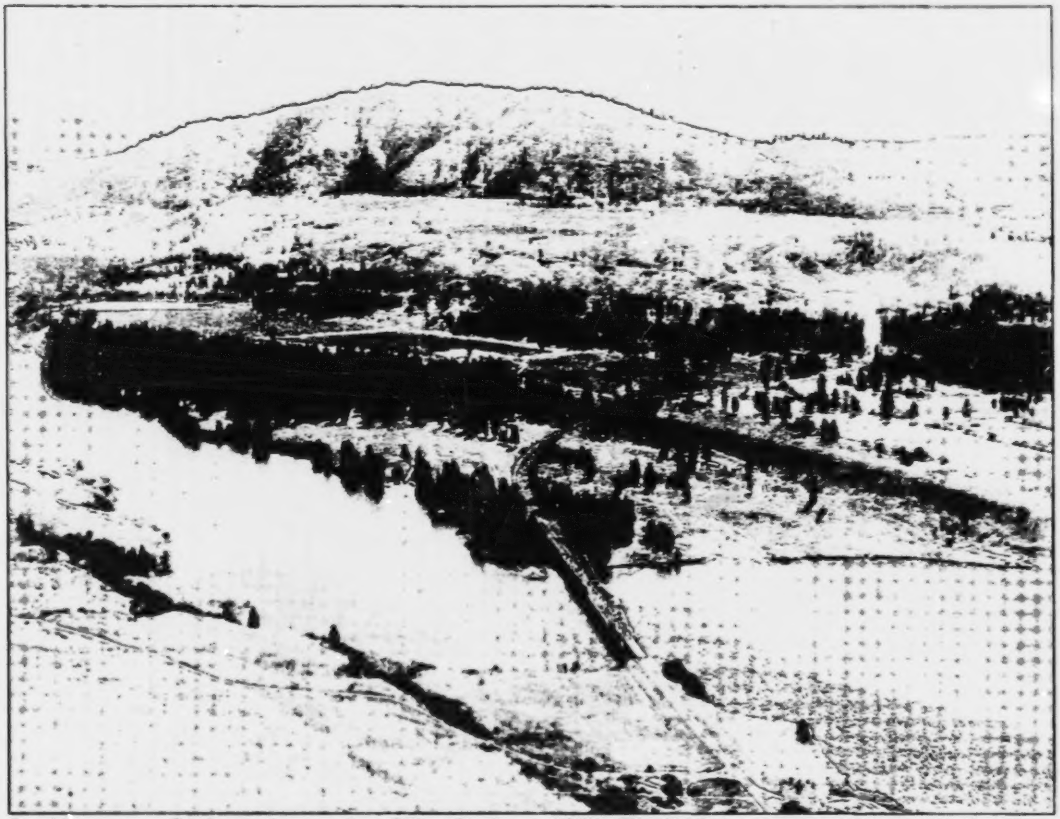
The interpretive program at Fort Spokane is closely connected to the story of the loss of most of the buildings from the military period, the acquisition of the land by the Park Service, and the subsequent restoration/rehabilitation work on buildings, foundations, and landscaping. Restoration and interpretation of the extant buildings and foundations at Fort Spokane has been a concern of the park since it acquired the former military reservation in 1960.

Use and Acquisition of Fort Spokane

1880-1898	**U.S. Army**
1900-1913	**Colville Indian Agency**
1900-1908	**Indian school**
1909-1910	**Indian children's hospital**
1918-1929	**Tuberculosis hospital**
1940	**Land to be inundated by Lake Roosevelt deeded to Reclamation**
1960	**Remaining 331.31 acres deeded to National Park Service**

Park Service efforts to research the history of Fort Spokane began in 1958, when Regional Historian John Hussey prepared a five-page history of the fort's military period. Research picked up in 1960. Hussey conducted more studies of the fort, and an architect and student crew prepared measured drawings. LARO staff began talking to area residents, trying to gather information and artifacts. The Regional Office and the LARO Superintendent arranged for researchers to copy documents and historic photographs in local newspaper files and the National Archives.[65]

The 331 acres of land at Fort Spokane on the upper bench were transferred to the Park Service on May 9, 1960, by Public Land Order 2087. Of the forty-five original buildings

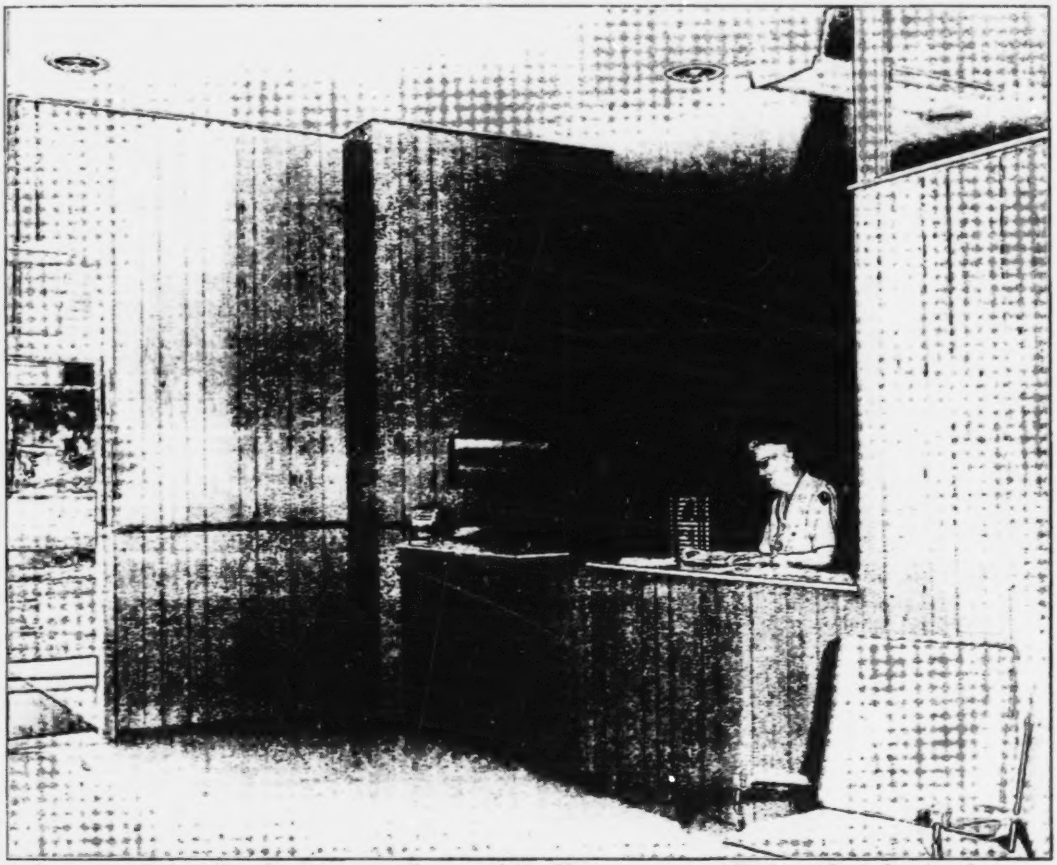


Looking across Spokane Arm to site of Fort Spokane, 1958. The LARO campground and swim beach are on the lower bench near the bridge, and the historic grounds and buildings are on the bench to the right of the road. Photo courtesy of Grant County Historical Society and Museum, BOR Collection (P222-116-40762).

at Fort Spokane, five remained standing on the site – the guardhouse, quartermaster stable, powder magazine, reservoir house, and quartermaster storehouse. Twenty historic foundations were also evident in the 1960s. Preservation of these buildings and foundations began in 1961.[66]

Interpretion at the Fort Spokane Guardhouse

The focus of interpretation of Fort Spokane through the 1960s was on its military period. Other uses – Indian Agency, Indian boarding school, and Indian hospital – were mentioned in the discussion of interpretive programs and planning but not emphasized. For example, in 1968 LARO Superintendent David Richie suggested the following themes for the guardhouse exhibit room: why Fort Spokane was established; garrison life of the soldier; social life of the soldier; "family"; and the abandonment of the fort (including its early 1900s roles). By 1975, interpreters were increasingly emphasizing the post-military period, but the re-creation of the grounds continued to depict the 1890s development.[67]



Information desk at Fort Spokane guardhouse, 1967. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

Interpretation at the fort, like many other aspects of LARO's development, reflected the personal commitment of park staff and their spouses. For example, in the early 1960s LARO Superintendent Homer Robinson carved and his wife Sis painted twelve-inch-tall wooden soldiers, based on historic photographs, for display in the guardhouse.[68]

During the 1980s and 1990s, LARO and other Park Service personnel recognized the need to improve the interpretation of Fort Spokane. The 1997 Museum Management Plan suggested less emphasis on interpreting the guardhouse as a detention facility, questioned the effectiveness of the mountain howitzer display (a reproduction donated in the mid-1980s), and commented that the stable interpretation did not convey the importance of animals to the military. An exhibit installed in 1999 in the guardhouse acknowledged the suffering and the cultural damage caused by the Indian boarding school at Fort Spokane. Its nine panels are based on interviews with tribal elders, telling the story from the tribal point of view. One panel makes effective use of the location by mentioning that children who ran away from the school were held in solitary confinement in the guardhouse for several days.[69]

A recurring debate at Fort Spokane, as at many historic sites around the country, is whether to target a specific time period or to try to give a feeling of the site through its several phases. There is currently a "big push" within the Park Service, according to LARO Education Specialist Lynne Brougher, to strive for multiple-view, multiple-culture interpretation. The days of interpreting Fort Spokane only as a short-lived military facility appear to be over.[71]

To me the overriding story was not the military, baseball, etc. The story was the interaction between the American Indians living there and this other culture that came in, and the resulting interaction over time, with Fort Spokane as the key player.

-- Dan Brown, LARO Interpretive Specialist/Chief of Interpretation 1988-1995[70]

A local teacher, Ralph Brown, began working at Fort Spokane as a seasonal historian in 1964. He led walking tours of the fort grounds; he also tried to identify Fort Spokane objects in private collections. LARO had hoped to hire a permanent historian, but the Park Service during this period began to assign research projects to historians in Washington and Denver and have the historians in the field focus on interpretation; communications skills thus took precedence over discipline specialty. Although everyone involved felt that the basic story would best be conveyed through audio-visuals, an exhibit room and furnished jail cell were seen as important components. Nevertheless, as the Park Service Acting Chief, Division of Interpretation and Visitor Services, wrote about Fort Spokane, "personal service . . . is our hallmark. The others are tools which should be used when they are best suited to the particular communications job at hand."[72]

The exhibits prepared in the late 1960s for the Fort Spokane guardhouse were rather sparse. As was true Servicewide, a variety of media, particularly audiovisual and publications, was used instead of narrative description to tell much of the story. In 1968, a few donated historic objects were on display, along with historic photographs from the National Archives and a framed document from the Indian school period. At first, there was not enough funding for life-size dioramas, so LARO recommended displaying military gear and civilian objects to complement the audiovisual program and programs presented by the information-receptionist. A slide cabinet provided programs on Grand Coulee Dam, Lake Roosevelt, and national parks of the northwest. The proposed research on furnishings was postponed. Within a few years, however, a diorama with two mannequins was installed in one of the prison cells. This portrays a sergeant of the guard seated at a table filling out a report, with an orderly reporting to him. In the accompanying audio, which runs continuously, the sergeant of the guard explains his duties. Beginning in 1975, another cell housed the sound-slide program and prints showing uniforms of the period. Soon, a second diorama showed a prisoner in the solitary cell. The two dioramas are still in place.[73]

LARO opened the Fort Spokane grounds to visitors in a limited way in 1962. At that time, the individual buildings were still surrounded by chain-link fences. That summer, about two thousand visitors came per month. When the visitor center opened in the guardhouse in 1966, local chambers of commerce sponsored an open house. LARO kept the visitor center open every day of the year, with summer hours from 8 a.m. to 8 p.m. Soon, scheduled guided walks on the human and natural history of the area were available. The visitor center guardhouse was last staffed year-round in 1985.[74]

The script for the original slide program at Fort Spokane was produced locally in 1965. In 1968, Harpers Ferry Center produced a new program, making only minor changes to the earlier script. This script heavily emphasized the military history of the fort. The text was revised in 1981 to include more information on the boarding school and hospital. The audio stations in the guardhouse use an interview format modeled after the once-popular television program, "You Are There." For example, an Irish man's voice explains to visitors that he was incarcerated in the guardhouse cell for disorderly conduct.[75]

A popular tool that began to be used at Fort Spokane in 1969 was a timed recording of period bugle calls and a retreat parade, similar to those already in use at Fort Davis National Historic Site, Texas. These recordings played every half hour from 6 a.m. to 10 p.m., and they could be heard as far away as the campground. The sound quality was very poor, however, and in 1984 the Regional Audiovisual Specialist moved the broadcasting equipment from a tree to the cupola of the guardhouse. The slide-sound system in the guardhouse also did not always work well; sometimes sounds from this system invaded the taped bugle calls or were heard over area telephones. Park staff are now installing new equipment sent from Harpers Ferry Center to replace the old eight-track players.[76]

IMAGINE

Take a moment and imagine yourself as a small child taken from your family. You have no idea of where you are going, what will happen when you get there, or most of all – what you did to deserve this. Strange people you have never met are telling you things in a language you do not understand. In a matter of hours everything about your young life is torn away and you are left in a room with several other children trying to figure out what is expected of you in this strange place.

The place was Fort Spokane Indian Boarding School. Soon you would stand on the parade ground where soldiers once stood. Your world is about to change in a way that would affect you the rest of your life and the lives of the generations to follow.

-- Panel 1, 1999 Fort Spokane exhibit text

Until 1977, rangers used the baker's table inside the powder magazine at Fort Spokane for demonstrations of loading cartridges. Exhibits in the magazine, located far from the guardhouses, tended to be vandalized, however. In the quartermaster stable, visitors can wander past stalls that once housed fifty-eight mules, many with the names of their long-gone occupants still posted above the stalls.[77]

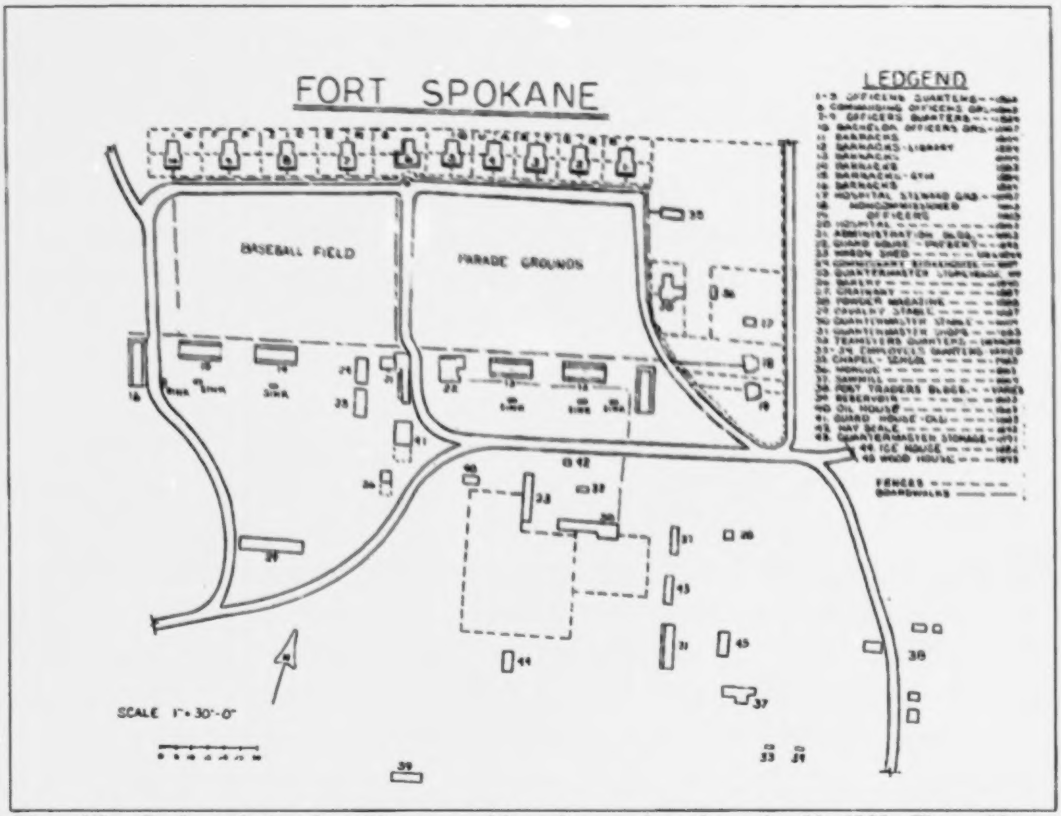
Landscaping and Roads, Fort Spokane

The two main Park Service roads on the upper bench of Fort Spokane lead to the employee housing and maintenance shop/district offices and to the parking lot near the guardhouse. As early as 1960, the Regional Office and park staff recognized the need to prevent modern developments from intruding on the "historic scene" by screening the modern buildings with plantings and a fence. The Regional Office recommended using the historic road from the highway to the guardhouse as the main entrance road, but LARO Superintendent Robinson, employing rather convoluted reasoning, objected because the historic route would "intrude very heavily on the historic scene since it will cross an open field." He favored a more "attractive" approach, shielded by a planting of box elder trees. The road was built to run straight from the state highway to the guardhouse, with parking directly in front of the guardhouse. The historic road ran a couple hundred feet to the south, midway between the guardhouse and the barn.[79]

> **The old Fort grounds were cleaned of all debris, old fences, brush and many trees that had encroached on the grounds since military occupation. Approximately 14 acres of land along officers' row and adjacent to other buildings and foundations was leveled, cultivated, and planted to grass. The entire Fort now presents a clean, attractive appearance that is inviting to the public.**
>
> **-- Homer Robinson, LARO Superintendent, 1963[78]**

LARO's 1975 Interpretive Prospectus emphasized the need to remove Park Service housing, the maintenance shed, and the visitor parking lot from the historic area. Most of this has not yet been accomplished. The park did remove overhead phone and power lines at the residences in 1975 and screened the houses with native vegetation a decade later. In 1978, however, the District Ranger proposed moving the parking area farther from the guardhouse, and in 1985 the entrance road was relocated to the historic road alignment to the south. The old road was reseeded to fescue and wheat grass the following year. The 1991 Comprehensive Design Plan for Fort Spokane reiterated that the service and facilities road needed to be removed from the historic site proper because it seriously compromised and jeopardized the design integrity of officers' row.[80]

When the Park Service obtained Fort Spokane, LARO Superintendent Homer Robinson tried to "clean up" its appearance. The grounds were planted to non-native grasses, and brush and weeds were removed. In the 1970s, however, the approach changed. Seventeen acres that had been cultivated to alfalfa by local farmers since 1967 under a special use permit were no longer permitted for agricultural purposes after 1976; this stopped an activity that had "clobbered" many of the building sites. The lawn around the guardhouse, however, remained. The 1975 Interpretive Prospectus recommended that



Plan of Fort Spokane during the military era, with modern roads as they existed in 1982. The parking lot has since been relocated to the west side of the guardhouse. Map courtesy of National Park Service, Lake Roosevelt National Recreation Area (Bill Schieber to Gary Kuiper, 28 July 1982, file H32 National Register of Historic Places, LARO.HQ.ADM).

after the foundations had been marked, the grounds should be returned to their appearance during the military era – tufts of grass growing under ponderosa pines.[81]

Lack of funds and other management constraints prevented LARO from immediately implementing its goal to revegetate the Fort Spokane grounds to their 1880s appearance. Letting the land lie fallow from 1976 forward created problems with fire hazard and noxious weeds, led to negative public comments, and presented an appearance that detracted from Fort Spokane's historic integrity. The revegetation of ten acres, including the main fort grounds, finally began in 1984. A 1980 University of Idaho report outlined a detailed program for restoring the plant community on the parade grounds and the area around the stables. The goal was to replace knapweed and cheatgrass with Whitmar bluebunch wheatgrass and hard fescue. The seeding did not establish well, so a 1985 study recommended ways to establish and maintain the desired species. A plan to return approximately sixty acres to a cover of drought-resistant grasses was approved, and the ground was reseeded in 1986. Most of the lawn around the guardhouse was removed and seeded with fescue/wheat grass.[82]

BEST COPY AVAILABLE

The 1985 design proposal for Fort Spokane's historic landscape identified significant historic landscape patterns, components, and remnants that defined the historic integrity of the fort. It also proposed ways to increase visitor understanding of the site. Recommendations included removing Park Service administrative facilities, revegetating grasslands, building picket fences and a wood and wire fence around the complex, establishing ornamental plantings, constructing a concession stable, corral, and trails, partially reestablishing the apple orchard, reestablishing the baseball diamond, and reconstructing the historic entry gate. The 1991 draft comprehensive design plan for the site integrated landscape, buildings, interpretation, and archaeological stabilization issues. Fort Spokane staff began a series of projects aimed at enhancing the interpretive environment at the site, such as stabilizing ruins and foundations, building the entry gate, constructing an interpretive trail, and modifying the access road and parking area.[83]

One element of the design plan that ran into problems was the reestablishment of the fruit orchard dating from the Indian school period. Concerns included the labor-intensive nature of the project and insufficient archaeological testing of the ground that would be disturbed. Some elements that have been completed are the reconstruction of the historic entrance gate at Fort Spokane, reseeding the grounds to native grasses, and grafting historic trees. Because no photographs of the original entrance gate were found, the park used the 1878 gate at Fort Sherman in Coeur d'Alene, Idaho, as a model. The new gate was not built in the same spot as the original because of the location of Highway 25. The gate was dedicated in 1997 with a cannon salute. It helps define the fort grounds and attract people to Fort Spokane, but it is not directly used in interpretive programs.[84]

Interpretive Trails at Fort Spokane

In 1962, LARO Superintendent Robinson proposed a one-way loop road that would pass by each of the four buildings on the upper bench at Fort Spokane, with wayside signs at each building and at the entrance to the complex. The Regional Office, however, suggested a trail instead so that no road obliteration would be needed at a later date. Robinson agreed to have a rough trail built across the cultivated area to each building, but he doubted that visitors would walk the distance necessary to see the foundations of officers' row.[86]

> **We believe the visitors should walk around the area in order to properly appreciate the site. This slow speed would allow them time to recreate in their minds the structures and life that took place during occupancy.**
>
> **-- Charles E. Krueger, NPS Chief Landscape Architect, 1964[85]**

The resulting 1.66-mile trail led to two of the restored buildings and also to a number of building foundations, some of which were defined by boardwalks or gravel. During the early 1970s, LARO staff debated the stops and the text and photographs to go on interpretive signs for this trail. Finally, in 1978 metal and wood signs made at Harpers Ferry Center were installed, and the Sentinel Trail officially opened to foot traffic in 1979. The new trail and its wayside exhibits made the old booklet on the Quartermaster Trail obsolete, along with the old numbered posts. The Sentinel Trail is the recreation area's most popular trail.[87]

Ranger-led walk at Fort Spokane's quartermaster stable, ca. 1964. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2963).

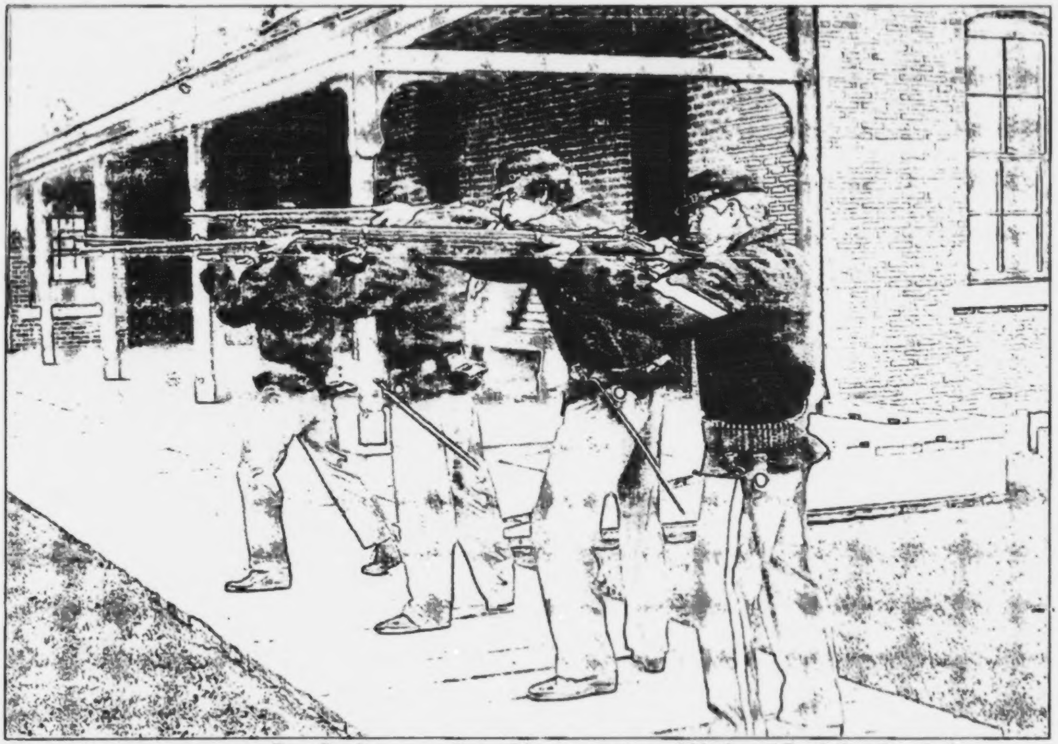
In 1985, LARO Superintendent Gary Kuiper requested assistance from Regional staff in preparing an improved interpretive trail plan for Fort Spokane. Much of the trail was obliterated by then, and some obsolete wayside exhibits needed to be replaced. Decisions were made to develop a new trail as approved in the Interpretive Plan (rerouted because the entrance road to Fort Spokane had been changed) and to replace the old wooden routed signs with anodized aluminum exhibits to match the newer ones on site. The laminated 2x4 exhibit bases were replaced with low brick pedestals made by the Job Corps Center at Moses Lake. Six exhibits remained the same, five required text revisions, and eight new ones were added. The new trail was established in 1987. LARO rerouted part of the Sentinel Trail again in 1993 based on the Comprehensive Design Plan for Fort Spokane, but visitors still had to "wander through the weeds to find the wayside exhibits."[88]

LARO established the bluff trail south of Fort Spokane in 1974, and it was used both for guided walks and for casual hikes. It was rerouted a few years later to make it more accessible. The wayside exhibits along the trail discussed area geology, the military period, and the Indian hospital. Other trail-related work included replacing non-historic boardwalks with a gravel path.[89]

Living History at Fort Spokane

Living history became popular in the United States in the mid-1960s. Within the Park Service, 114 areas offered some form of living history in 1974, often including historic firearms demonstrations. LARO was one of these. Its living history program began in 1973 with the arrival of a woman homesteader's costume sewn at Harpers Ferry Center. In 1974, the program consisted of four employees, including a Fire Control Aide, acting out incidents from 1880-1900 newspaper accounts and vignettes of civilian life. For the 1976 Bicentennial, the program included drills, inspections, target practice, and stable chores. In 1977, two resident mules were added to the program.[90]

LARO's weekly living history program grew in popularity in the late 1970s, with an average of 180 visitors sitting on or near the guardhouse porch to watch each presentation. It was the only living history program in eastern Washington at that time. A ranger welcomed the audience and gave a general history of the fort, and then uniformed troops assembled in front of the guardhouse. The troops were inspected, with "inserts" provided about activities at the fort, followed by a close order drill and the firing of blank rounds from a 45-70 Springfield rifle. The reenactors then stood at display stations and responded to visitor questions. Some years during the 1980s, one volunteer would remain in costume following the weekly program and would continue to do first-person interpretation the rest of the day.[91]



Living history program at Fort Spokane, no date. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

Both visitor attendance and volunteer participation in the living history program began to decline in 1989. Most of the volunteers dressed as soldiers belonged to the Frontier Regulars based in Spokane. By 1994, LARO no longer had troops to parade, so rangers began wearing the soldier costumes again and giving weekly guided tours of the fort. The living history program, with attendance ranging from 30 to 120 visitors, remains LARO's most popular program, making it difficult to drop even though living history as an interpretive tool has fallen out of favor in some circles. The actors now use a script for their program, similar to a skit, and address various historic themes. The emphasis of the living history program is still on the military period.[92]

St. Paul's Mission

St. Paul's Mission at Kettle Falls served as a place of worship from 1847 until 1885. By 1901, only the walls, rafters, and less than half the roof remained. When the nearby bridge across the Columbia River was constructed, the bridge crew removed timbers from the building for campfires. In the late 1930s, money was raised in Spokane and Colville to restore/rebuild the mission as a part of the celebration of the 100th year of Catholicism in the Pacific Northwest. Because of the creation of Lake Roosevelt, the historic monument marking the site of Fort Colvile was relocated to the grounds of the mission. As early as 1941, the state of Washington recommended that the state legislature make St. Paul's Mission part of the state parks system.[94]

The Catholic Bishop of Spokane donated St. Paul's Mission and 2.9 acres of land to the Washington State Parks and Recreation Commission in 1951. For the next two decades, local community groups helped administer the site because the nearest state employees were located ninety miles away. In 1973, LARO agreed to administer the site through an informal arrangement. Recreation area staff recommended that the state make this official by transferring the title to the land to the federal government.[95]

The state did donate the mission and 3.25 acres of land to Reclamation for administration by the Park Service in 1974. Park staff almost immediately prepared two new mimeographed booklets telling the stories of St. Paul's Mission and the Kettle Falls fishery to supplement the folder on Fort Colvile and the fur trade. In the 1970s, archaeologist David Chance did field archaeology at Kettle Falls, and the information he uncovered helped LARO improve public relations by increasing local

> **The twenty or so archaeological sites of the Kettle Falls District contain one of the longest records of human life and society in the Pacific Northwest, extending back for more than 9,000 years. . . . The natural park of Ponderosa pines covering most of the terrace is a peaceful place where the intrusions of our modern world are muted. This allows the visitor to dwell on the immensity and richness of the past, at one of the great trading centers of our region. A timeless ambience of natural beauty permits the imagination to roam almost at will through the long centuries.**
>
> **-- David H. Chance, archaeologist, 1992[93]**

St. Paul's Mission soon after restoration, 1941. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2788).

awareness of the story to be told there. The Park Service also sponsored a historic resources study of the area that provided a narrative of the pre-reservoir history of the Upper Columbia River to aid in the interpretation of the resources, but specific information on the mission was still needed to help in planning interior and exterior restoration of the building. The Kettle Falls Archaeological District was nominated to the National Register of Historic Places in 1974; the district includes federal land both above and below the waters of Lake Roosevelt and some private land. The district encompasses the mission and associated cemetery, an aboriginal village and burial ground, and many other features. The great number of archaeological sites made extensive development of the terrace north of Highway 395 undesirable.[96]

LARO's 1975 Interpretive Prospectus discussed plans for the building, including doing a furnishing study, restoring the interior and exterior and grounds, and playing taped church music (in fact, worship services were held in the mission as a living history program during the Bicentennial). In the late 1970s, a film from the 1930s was shown at St. Paul's Mission. The film, made by Marcus resident Eric Harding, highlighted Kettle Falls prior to the construction of Grand Coulee Dam. By 1980, LARO personnel were leading tours of the mission. A half-mile self-guided trail installed in the 1970s included three routed-cedar wayside exhibits on the mission, Fort Colvile, and the Kettle Falls fishing grounds. These were upgraded in 1984, adding a sign at the cemetery, and the interpretive emphasis was placed near the original fishery rather than at the mission. One of the new exhibits was a grooved boulder used by Indians camping at the fishery, which was moved to the Mission Point overlook from its earlier location next to the Kettle Falls information station. The stone originally came from an area near Hays Island that is now inundated by Lake Roosevelt. Additional waysides and perhaps "sighting rings" may be placed along the Mission Point Trail and at the overlook to interpret the area's ecology, the importance of Kettle Falls to regional American Indian tribes, the significance of Fort Colvile, the cemetery, and the historic road cut from the bench to the site of Fort Colvile.[97]

The visitor contact station near the Kettle Falls campground has long suffered from its off-highway location and poor signing. In 1995, LARO built an addition to house offices and workspace for the interpretive staff and park archaeologist. The visitor center has limited displays on the history of the Kettle Falls area. Films of Kettle Falls made in 1939 are shown to visitors on an informal basis. Expanded exhibits and even a window for the public to watch the activity in the archaeologist's lab are being considered.[98]

Interpretive planning for St. Paul's Mission and Kettle Falls has been complicated by the small amount of land administered by the Park Service in the area. About the time the Park Service assumed responsibility for the St. Paul's site in 1974, talks began concerning a potential visitor center at Kettle Falls. Initial ideas included space for Park Service facilities and a museum, but construction depended on the landowner, Washington Water Power Company, donating land for the project. The company deeded a parcel of land to the county in 1979, providing the impetus needed by the local committee to begin serious planning for an interpretive center. The newly formed Kettle Falls Historical Society, the Stevens County Historical Society, and the CCT were all active in planning for this facility. Park Service involvement was less certain at this point. One committee member opposed including a Park Service visitor center in the complex unless the group was assured that they could maintain strict local control over the facility; others wanted to include the Park Service but retain local ownership of the land. District ranger Donald Carney and LARO staff at Kettle Falls favored the center but had to work hard to convince both the recreation area's Superintendent and the Regional Office, who became "mildly supportive" of the idea by mid-1979.[99]

Planning and fund raising did not proceed as rapidly as hoped and the project stalled during the early 1980s. One stumbling block seemed to be the uncertain relationship between the Kettle Falls Historical Society and the Park Service. By 1982, the local group hoped to build the museum and feature a major display of artifacts from the excavations at the Kettle Falls sites. Since Park Service guidelines for storage and interpretation of such materials were quite strict, it was uncertain that this partnership would work. In addition, while emphasizing that the Park Service did not intend to take over operations, the Regional Office remained concerned about the quality of any museum developed by the local group.[100]

A study team composed of representatives of the Kettle Falls Historical Society, CCT, STI, and Park Service formed in 1985 to recommend a course of action for the St. Paul's Mission complex. Concerns included protecting cultural resources, maintenance, interpretation, and public access. The historical society began constructing its visitor center just east of the bridge approach that year. The Park Service Regional Chief of Interpretation and Visitor Services emphasized that the Park Service needed to assist the LARO Superintendent with this project as much as possible, noting that "otherwise, the historic interests of national visitors may become overshadowed or lost because of development controlled by local thinking and economics to the exclusion of national visitors." The Regional Office was still concerned that the public would not be able to differentiate between activities sponsored by the historical society and those sponsored by LARO; that loaning archaeological artifacts to the new visitor center might raise some difficult issues; and that proper roads and parking areas, with signs, needed to be designed. But, the Park Service could provide neither operational funds nor personnel for operating the visitor center.[101]

Another concern of the Park Service revolved around the artifacts to be displayed. Not only was security and display technique important, but also the question of ownership needed to be resolved. "This is both an emotional and political issue with the tribes that could get very sticky, very quickly," Regional Curator Kent Bush warned. Members of the Kettle Falls Historical Center group also wanted to clarify ownership of the artifacts and the agency's policy on loaning them. They realized that they needed Park Service help, but they still wanted to retain local control to prevent the federal agency from closing the center at its discretion.[102] Currently the Park Service is not involved with the Kettle Falls Historical Center, but Reclamation has loaned some artifacts from the 1970s excavations for display.

Old Kettle Falls

Much of the old townsite of Kettle Falls lies above water on LARO land. The 1948 Master Plan mentioned that the existing power lines to the former town could provide service to a Park Service development on the old townsite. In 1953, LARO staff asked for a study on using paved roads at the townsite for the proposed campground circulation system. A group camping area known as Locust Grove was developed on the site of the former town by the 1970s. It was acknowledged in 1979 that this was damaging historic resources, including concrete sidewalks and steps, shrubs and perennial flowers, and building foundations.[103]

In 1979, LARO decided to establish a 1.5-mile interpretive trail to provide a pedestrian route between the Kettle Falls campground and the swimming beach. The 1975 Interpretive Prospectus mentioned, "This would make for some whimsical interpretation, which would be totally unexpected by people using the trail." The 1980 Historic Resource Study of the NRA recommended more interpretation of the town, the reservoir clearing project, and the construction of Grand Coulee Dam. By 1983, park staff realized that this area was better suited to interpretive than overnight use, and the park proposed relocating the group camping and constructing an interpretive wayside exhibit at the townsite. A determination of eligibility to the National Register of Historic Places was needed before planning could continue, however, and this has not yet been accomplished. Currently, two routed wooden signs interpret the area.[104]

The Ice Age Floods and Dry Falls State Park

The story of the Ice Age Floods is dramatic, and it contains elements that are closely related to Grand Coulee Dam and the Lake Roosevelt area. Since the 1930s, Park Service personnel have debated whether or not it is an appropriate story to be told at LARO.

> **Dry Falls is the key feature of the ICE AGE FLOODS that is easily accessible and simple to comprehend. It is also the single most visually dramatic landform that demonstrates the earth changing enormity of the floods.**
>
> **-- Gary J. Kuiper, LARO Superintendent, 1992[105]**

During the Ice Age, a southern lobe of the northern glacial sheet repeatedly formed an ice dam that created Glacial Lake Missoula in western Montana and northern Idaho. Each time the ice dam broke, floods of water and ice traveled over four hundred miles, carving landforms as they went. Walls of water hundreds of feet high flowed west across Washington, sweeping over thousands of square miles. These were the largest scientifically documented floods in North America. The fifty-mile-long Grand Coulee, south of today's Grand Coulee Dam, is a huge channel with high vertical walls shaped by these rushing waters. The upper and lower coulees are separated by an ancient waterfall known as Dry Falls that had a drop of more than 400 feet over a crest three to four miles long. When the ice receded, the river returned to its original channel, leaving the Grand Coulee high and dry. Other landforms created by the "Ice Age Floods" along their path from western Montana to the Pacific Ocean include glacial erratics, ripple marks, potholes, and gravel bars.[106]

J Harlen Bretz, a university geology professor, first proposed this theory of repeated cataclysmic floods in the 1920s. He then pieced together field data over the next forty years, and his theory was generally accepted in the 1940s. Bretz' theory was affirmed by aerial photographs of the region taken during the 1950s as part of the Columbia Basin Irrigation Project; the photographs allowed the Ice Age Floods features to be viewed on a more comprehensible scale.[107]

Dry Falls was established as a state park in 1922. By the 1930s, a caretaker gave daily lectures during the summers, and trails led visitors to points of interest. The Park Service disapproved the idea of its becoming a national park in 1933. In 1938, however, a Park Service team visiting the area recommended that it could become a national monument because of its scientific and educational values. Earl Trager, Park Service Chief, Naturalist Division, recommended that the Park Service consider the recreation potential of the reservoir to be formed behind Grand Coulee Dam and the proposed equalizing reservoir (Banks Lake), and that a national monument be established to include Dry Falls and other geologic features to the south.[108]

Once again, the area was not formally recommended as a national monument, this time because of the "water development potentialities." When the Park Service took over management of Lake Roosevelt, however, the agency expected that Banks Lake in the Grand Coulee – but not Dry Falls – would eventually become part of the recreation area.[109]

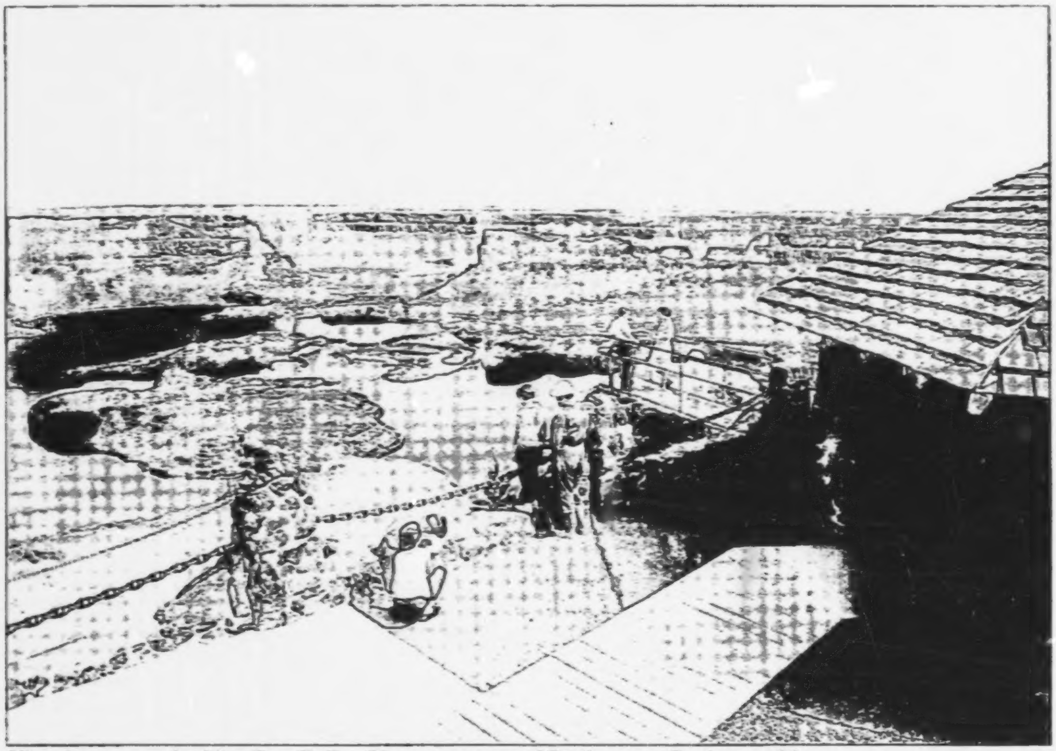
Several Park Service specialists who visited the Lake Roosevelt area in the 1940s continued to emphasize the national significance of Dry Falls. For example, Regional Geologist J. Volney Lewis suggested that Reclamation and the Park Service collaborate in telling the story of the dam and the geologic setting (the Ice Age Floods) and that the Park Service and Washington state cooperate in a roadside exhibit at Dry Falls State Park. U.S. Geological Survey geologist Fred Jones recommended in 1950 that the Upper Grand Coulee be included within LARO, with the best location for a museum on the geology of the area overlooking Dry Falls.[110]

Dry Falls finally achieved national recognition under a program established in 1962. The National Natural Landmarks Program serves as a way to recognize and preserve natural sites of outstanding scientific importance. Each region prepared reports on proposed sites, and local personnel did field studies and evaluated the sites. Paul McCrary, LARO's Chief Park Naturalist, evaluated and recommended Grand Coulee for designation as a National Natural Landmark, and it was registered in 1966. The LARO Superintendent subsequently was responsible for annual review visits to this site and to other nearby Natural Landmarks.[111]

LARO Superintendent David Richie, however, expressed his concern about appropriate development of the Grand Coulee, writing in 1969:

> The State has done a nice job at Dry Falls, but nearby Sun Lakes State Park is a blot on the landscape and they are planning a similar development at Steamboat Rock in the upper Coulee. . . . I should think it would be possible to mobilize support for preservation and sensitive development of the Grand Coulee if this were approached in the right way. I have made a few overtures to individuals I thought would be sympathetic but have not made any discernible progress. As an official representative of the National Park Service, I feel somewhat limited in the amount of promoting I can do.[112]

The state built a new interpretive center at Dry Falls in the 1960s. LARO determined not to duplicate the state's efforts by telling the story of the Ice Age Floods at Park Service facilities and to concentrate instead on the Columbia River above the dam. In 1987, however, LARO Interpreter Dan Hand organized a field trip with Reclamation officials and a newspaper reporter to visit some of the flood-related sites, and the resulting newspaper articles popularized the story locally. This trip made Superintendent Gary Kuiper enthusiastic about the idea of having LARO be involved with the Grand Coulee



Vista house overlooking Dry Falls. Photo courtesy of Spokesman-Review archives.

(and the other National Natural Landmarks) more than just conducting the annual reviews. [113]

The arrival of Dan Brown at LARO in April 1988 as Interpretive Specialist (later Chief of Interpretation) added new impetus to the park's involvement in telling the story of the Ice Age Floods. Brown was "pretty amazed" by the dramatic story and felt it deserved more interpretation within the national recreation area. In 1989, at the urging of Superintendent Kuiper, the park hosted its first field seminar. The subject was glaciation and ice-age flooding. As Brown gathered information on the geologic story, he became more and more excited about the possibilities, and with Kuiper's support he began to find ways to tell the story to the public.[115]

> **Thank you for the opportunity to share a little of my excitement and vision for the Ice Age Floods. I would like to leave you with one thought: Think BIG! This is a Big story spread across a big area with big potential to inspire and benefit a great many.**
>
> **-- Dan Brown, LARO Chief of Interpretation, 1994**[114]

LARO hired a photographer to shoot photos of Ice Age Floods landforms in Montana, Idaho, Washington, and Oregon. The resulting 3,600 slides arrived at park headquarters in the fall of 1991. Kuiper asked Brown to give a slide program the following day to the Audubon Society. He then arranged for Brown to give a program at the Regional Superintendents

Conference in November; Brown hustled to assemble a good thirty-minute program in just a few weeks. He eventually presented a slightly refined version of this program over one hundred times, in the four states affected by the floods, over the next year or two; in all, the program was shown nearly four hundred times, both as campfire programs and off-site. These shows were extremely popular; at one program at the Mountain Gear store in Spokane, the organizers had to lock the doors to keep people out once the room had filled to capacity. Requests for programs soon had to be denied, though, because of other demands on staff time. At Kuiper's urging, Brown worked with Washington State University in 1993 to develop a 13.5-minute video version of the program, complete with computer animation. This video quickly became the top-selling item at LARO in terms of dollars. It won two national awards in 1994.[116]

Meanwhile, both the Park Service, on the regional and national level, and the National Parks and Conservation Association had become quite interested in the Ice Age Floods story. In 1990, the Regional Office made the study of a potential new area – the Ice Age Floods National Reserve - its top legislative priority. One of the four key sites would be the Grand Coulee. The entire national reserve or monument would include resources spread across four states and managed by many different entities. The purpose of linking the various landforms created by the floods would be to develop a coordinated strategy for interpretation, management, and protection of far-flung but related sites, much as was already being done at Nez Perce National Historical Park. LARO actively supported this effort by loaning books on the subject to supportive groups and individuals and the state delegation and by establishing contacts with other agencies. The issue of new parks was a primary topic at the 1991 Park Service conference in Vail, and LARO tried to build on that interest and commitment.[117]

Planning for a multi-state, coordinated effort to interpret the Ice Age Floods landforms continued in 1993 with the formation of the Ice Age Floods Task Force composed of representatives of federal and state agencies, universities, tribes, and individuals. Although the task force expressed the desire to work with the private sector, specifically the tourism and economic development communities, it remained largely a government task force. LARO Superintendent Gary Kuiper was the first chair, and after he retired from LARO later that year he remained involved with the task force as a re-employed annuitant hired by the Park Service Regional Director for one year. Dan Brown was involved in preparing an Interpretive Prospectus (soon scaled down to a "vision document"). LARO provided clerical support, office space, office supplies, and use of phones. Professional geologists began inventorying and evaluating important Glacial Lake Missoula and Ice Age Floods features, and others initiated a survey of existing interpretive devices and publications. After 1996, LARO staff no longer took the lead in the Ice Age Floods project but continued as a partner. The Columbia Cascades Support Office assumed the coordinating role at that point.[118]

A private non-profit organization, the Ice Age Floods Institute, formed in 1994, at the same time the Park Service Regional Office ran out of funding for the project. The Institute's purpose was to raise public awareness and private funding for the effort. Agency personnel, including LARO Superintendent and Task Force chair Gerry Tays, expressed concern that the Institute appeared eager to develop site- or project-specific plans before agreeing on a framework for the entire project. He and Dan Brown continued to urge everyone involved to "Think BIG." Although the Park Service pushed for a Study of Alternatives and national designation, some people were wary of federal involvement. Superintendent Tays, not wanting to see the Task Force eliminated, essentially put it on hold. He felt that the private sector had to be convinced that federal involvement was essential to the success of the project.[119]

LARO expanded its Ice Age Floods interpretation in 1992. The state of Washington could no longer afford to staff the Dry Falls visitor center, and some Park Service personnel did not want to see the center close because they felt it was the best place to interpret the Ice Age Floods. Dan Brown and Gary Kuiper made presentations to various state officials. The state and the Park Service signed a cooperative agreement in May 1992 under which LARO personnel operated the visitor center from May to September and the state provided facility maintenance. The funding for this first year of operation came from regional funds rather than park base funds. The Northwest Interpretive Association maintained a sales outlet and a part-time sales clerk at the visitor center, and LARO prepared site bulletins on Dry Falls and on the Ice Age Floods. Over seventy thousand visitors came to the facility that summer. The following year, funding from a Challenge Cost Share Grant allowed the visitor center to be remodeled. The work included improving the visitor center's handicap accessibility, building a mini-theater, updating exhibits, and upgrading signage. At the end of the season, it was noted that Dry Falls personnel needed to have some scheduled time at headquarters so their work would have more recognition internally.[120]

By 1994, some LARO staff were disturbed that park staff were working outside the park boundaries at Dry Falls. Superintendent Tays, however, continued to support LARO personnel working at Dry Falls; he recognized that it was a major access point for the park. Dan Brown remembered,

> It really met with mixed review in the park, actually a lot of resistance. I had division chiefs come up and tell me, call me aside and say as long as I was providing interpretive services outside the park, they were not going to support my program inside the park.[121]

Some felt the effort should be supported by outside funding. Others were concerned that the exhibits needed to be upgraded and updated. Following Superintendent Tays' departure in 1996, the hours at Dry Falls visitor center were decreased to the minimum allowed by the cooperative agreement with the state. Since 1997, the Park Service and the state has had a cooperative agreement with a third partner, Grant County Tourism Commission. Currently, LARO personnel help staff the Dry Falls visitor center two days a week in the summer, the state manages the facility, and the Commission provides funding. The funds that had been spent staffing Dry Falls in previous years have been reallocated to provide interpretation within the recreation area.[122]

The Ice Age Floods Special Resource Study was funded by Congress in 1998 and is being coordinated by the Park Service's Seattle office with input from LARO staff. Federal and private funding is now in place to create an Ice Age Floods National Geographical Region. The current proposal covers some 16,000 square miles in four states. Land ownership would not change, but federal, state, and private entities would be involved in regional interpretation of the Ice Age Floods[123]

Environmental Education

When LARO's interpretive program was just getting stated, park staff acknowledged the need to work closely with schools and other institutions to convey the conservation ideals of the Park Service. Beginning in the late 1960s, Park Service interpreters were trained to incorporate environmental themes into their programs. As the agency promoted this strongly during the 1970s, the Park Service obtained funding to produce curriculum materials for elementary school students and expected each park to do so.[124]

By 1971, one of LARO's management goals was to help eastern Washington schools develop environmental study areas and an environmental curriculum, both through teacher workshops and on a consultant basis. The following year, LARO personnel served as visiting staff to several sixth-grade school camps, offered forty off-site environmental education programs, and maintained regular contact with local teachers and administrators. The park's Environmental Education Specialist was based in the Spokane field office, and that office and the Regional Office handled most of the environmental education programs of the early 1970s. Most of the programs dealt with local history, plant/animal relationships, and archaeology. By 1975, LARO staff was working with the Grand Coulee Dam school district to develop an environmental ethic in its curriculum; the state published the resulting loose-leaf workbook.[125]

LARO again initiated formal environmental education programs for students in 1988, reaching approximately five hundred children per summer. In 1989, the recreation area began participating in the Pacific Northwest field seminars program. Park staff organized a number of field trips to several National Natural Landmarks related to the Ice Age Floods, plus a houseboat tour of Lake Roosevelt on the history of the upper Columbia River. A shift in focus of interpretive programs occurred in 1993, when many recreational skills demonstrations were replaced with environmental education activities. These programs emphasized water resources and reservoir dynamics.[126]

The park established a new environmental education program in 1995 known as the Lake Roosevelt Floating Classroom. LARO's Chief of Interpretation Dan Brown felt that focusing on water-quality issues would be a good way to increase public awareness of this controversial and important aspect of managing Lake Roosevelt. The NRA hired its first Education Technician, and the program combined interpretation and resource management. Houseboats rented from Roosevelt Recreational Enterprises were outfitted with water quality and aquatic environment monitoring equipment. Instructors included Park Service interpreters and resource specialists, scientists, and experts from other agencies, tribes, universities, and private industry. Students from area high schools

Participants in the Lake Roosevelt Floating Classroom program, no date. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area.

combined two days of hands-on testing and data-gathering exercises with pre-trip classroom study of water quality issues. The program has been "wildly successful" from the beginning. It supported the Park Service management goal to promote understanding and problem solving of difficult water-quality issues through community involvement.[127]

After the first season, park staff decided to work more closely with teachers to establish curriculum-based materials and programs. Following a series of teacher workshops, LARO employees and area teachers created a Floating Classroom Teacher's Guide. In 1998, LARO established a five-year plan for an interdisciplinary, curriculum-based education program for kindergarten through twelfth-grade students known as the Lake Roosevelt Education Outreach Program. Its purpose is to combine existing programs such as the Floating Classroom and the annual Water Festival for fourth graders into a comprehensive approach for all grade levels in twenty-two school districts. The goal is to expose over five thousand students to the resources of their watershed in ways that enhance community awareness and environmental stewardship and also help teachers meet new state standards known as Washington State's Essential Learning Requirements.[128]

The Floating Classroom program was part of a pilot project supported by the Governor's Council on Environmental Education. Other elements of the plan include a Resource Directory, Environmental Lab and Classroom, Teacher Curriculum training, and the Water Festival. LARO's interpretive staff worked with local citizens in establishing the project and developing the curriculum.[129]

Cooperating Association

Cooperating associations developed throughout the National Park System to provide high-quality publications and maps for park visitors. These associations sell interpretive items such as books, maps, and scientific or historical studies that help visitors appreciate the parks. The income from sales is donated back to the park for interpretive services and research. The cooperating association for LARO was formed in 1962 as an affiliate of the Mount Rainier Natural History Association (later the Pacific Northwest National Parks and Forests Association and now the Northwest Interpretive Association). For many years, its sales at the various outlets in the NRA's visitor centers remained quite low.[130]

Projects funded by LARO's cooperating association have been diverse. They have included American Indian cultural demonstrations, booklets on the history of Fort Spokane, the Fort Spokane trail guide, marine fueling, scientific equipment, a walleye fishing pamphlet, the park newspaper, materials for the park library, historic film footage, postcards and slide strips, site bulletins, and a sales clerk and part-time business manager. New sales outlets established at Reclamation's Visitor Arrival Center in 1990 and at the Dry Falls Visitor Center in 1992 led to greatly increased sales. The production and sale of two videos, one on the Ice Age Floods and another on Grand Coulee Dam, also led to significant increases in revenues. By the mid-1990s, gross sales exceeded $100,000 per year.[131]

Conclusion

LARO's interpretive program has evolved greatly over the years since 1962, moving from a focus on water recreation to natural and human history. The living history program at Fort Spokane has been popular since it began in the 1970s. Tribal participation in interpretive programs is growing, and the earlier emphasis on the military history of Fort Spokane has been broadened to a more multi-cultural approach. In the 1990s, interpretive staff began to interpret Ice Age Floods features. Recreation area staff no longer help orient visitors at Reclamation's Visitor Arrival Center near Grand Coulee Dam, but they do work at the Dry Falls visitor center. Environmental education programs such as the Lake Roosevelt Floating Classroom are now an important part of LARO's overall interpretive program.

The interpretive division at LARO is now surmounting its decades-long legacy of not being taken seriously. Park staff outside interpretation are beginning to understand the need to educate visitors, including area residents, before they arrive and once they are in the recreation area. The interpretation division at LARO has grown since the late 1980s. The administrative side of the division is evolving, along with the ideas about which stories are important to tell.[132]

LARO's interpretive staff is currently evaluating its traditional services to determine how to better serve park visitors, most of whom are repeat visitors from the region and thus do not fit the typical Park Service visitor profile. Expansion of current programs and wholly new programs are being considered. Aspects of the history of Fort Spokane that are likely to be interpreted by new exhibits include the Indian hospital and the history of the area before the fort was established. These will probably be addressed in the Long-Range Interpretive Plan that is currently being prepared.[133]

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[3] "Boulder and Grand Coulee Dams Attract Tourists," *Reclamation Era* 29 (Nov. 1939): 294; U.S. Bureau of Reclamation, *Annual Project History, Columbia Basin Project, 1938*: 83, 93; "Vista Points on Columbia Basin Project," *Reclamation Era* (Dec. 1936): 286; USBR, *Project History 1949*, 368.

[4] Paul Pitzer, *Grand Coulee: Harnessing a Dream* (Pullman: Washington State University Press, 1994), 166-67.

[5] Howard R. Stagner, Mount Rainier National Park, Associate Park Naturalist, to Claude E. Greider, NPS Recreation Planner, 3 Dec. 1941, file 1, box 2, RG 079-89-001, NARA-PSR; "Memorandum of Agreement Between the National Park Service, the Bureau of Reclamation, and Office of Indian Affairs Relating to the Planning, Development, and Administration of the Grand Coulee National Recreation Area," 2 Oct. 1941, file 715 Col. Basin Project, Admin. of Recreational Areas, FDR Lake, USBR Boise.

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[9] USBR, *Project History 1961*: 1; CODA, "Statement for Interpretation type document," Oct. 1957: 22, LARO.HQ.CIO; Homer Robinson, LARO Superintendent, to Chief, NPS Western Museum Lab, 5 June 1959, file D6215 Coulee Dam Vista House Exhibits, box 1, RG 079-92-004, NARA-PSR; Robinson to NPS Regional Director, 20 June 1960, file D6215 Coulee Dam Vista House Exhibits, box 1, RG 079-92-004, NARA-PSR; Cliff Hutsell, "Remarks by the Manager of the Grand Coulee Navigation Company," 14 Jan. 1953, file 1, box 10, RG 079-89-001, NARA-PSR.

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[14] William Dunmire, LARO Superintendent, to USBR Project Manager, 21 July 1978, file D62 Museum & Exhibit Activity, LARO.HQ.ADM.

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[15] USBR, *Project History 1971*: 81-82; USBR, *Project History 1977*: 13; USBR, "Fact Sheet – Grand Coulee Dam Laser Lights," 28 May 1989, Grand Coulee Dam section, Dams box, LARO.HQ.LIB; CODA, "Laser Light Show: Grandest Show in the Grand Coulee," n.d. [1992 handout]; USBR, "Laser Light Show Script: Grand Coulee Dam," 1989, Grand Coulee Dam section, Dams box, LARO.HQ.LIB.

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[17] James A. Richardson, NPS Regional Director, to NPS Deputy Regional Director, 26 June 1985, file K1817 Annual Statement for Interpretation, LARO.HQ.CIO; "Superintendent's Annual Report, CODA," CY1990: 4, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Brown phone interview; Lynne Brougher, phone interview with Kathryn L. McKay, 1 March 2000, notes on file, LARO.HQ; Lynne Brougher, LARO Education Specialist, personal communication to Kathryn L. McKay, 1 June 2000; Daniel B. Brown, "Coulee Dam National Recreation Area, Statement for Interpretation, FY93," 18 Feb. 1993: 19, file K1817 Interpretive Plan, LARO.HQ.CIO; Gerald Tays, LARO Superintendent, to NPS Chief of Interpretation, 23 Oct. 1995, file K2621 FY95 Annual Interp. Program Report, LARO.HQ.CIO.

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[19] Vaughn Baker, interview with Nancy F. Renk, Tape 2-B, 9 Dec. 1999, tape and index on file, LARO.HQ; "Draft Long-Range Interpretive Plan: Lake Roosevelt National Recreational Area" (1999), 16; Brougher phone interview.

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[23] Brown phone interview.

[24] [illegible] "Superintendent's Annual Report, CODA," CY[illegible], file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY[illegible], file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1976: 7, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1977: 8, file H2621 Annual Reports, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1984: 5, file H2621 Annual Reports, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1986, File H2621 Annual Reports, LARO.HQ.ADM; CODA, "Annual Interpretive Program Report," FY1988, file K2621 FY88 Annual Interp. Program Report, LARO.HQ.CIO; "Superintendent's

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[89] "Superintendent's Annual Report, CODA," CY1974: 5, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Wayside Exhibit Data Sheet," 1977: 6-7, 14, file K18 Sentinel Trail Wayside Exhibits, LARO.HQ.CIO.

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[91] CODA, "Annual Statement for Interpretation and Visitor Services: Coulee Dam National Recreation Area," 1981: 13, 28, Statement for Interpretation notebook, LARO.HQ.CIO; William Dunmire, LARO Superintendent, to NPS Regional Director, 15 April 1980, file K1819 Curatorial Services, LARO.HQ.ADM. The firing of weaponry came under question Servicewide in the early 1980s, but LARO continued with its black-powder weapons firing and in 1992 added the firing of a mountain howitzer as part of the program (Gary Kuiper, LARO Superintendent, to Bill Schaber, Spokane, 16 Aug. 1982, file H32 Nat'l Register of Historic Places, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1992: 14, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Teaford phone interview).

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[92] Daniel R. Brown, "Coulee Dam National Recreation Area Statement for Interpretation, FY93," 18 Feb. 1993, file K1817 Interpretive Plan, LARO.HQ.CIO; Gerald Tays, LARO Superintendent, to Michael A. Johnston, 14 Sept. 1994, file K1815 Interpretive Services 1992, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," FY1996: 6, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Brougher phone interview.

[93] David H. Chance, archaeologist, to Jim Harvey, President of Washington Water Power, 16 Dec. 1992, Kettle Falls Area section of History box 3, LARO.HQ.LIB.

[94] Fred C. Bohm and Craig C. Holstine, *The People's History of Stevens County* (Colville: Stevens County Historical Society, 1983), 11; "Old Mission at Kettle Falls," *Spokesman-Review*, 13 May 1901; Williams and Newell, *Historic Resource Study*, 231; "Old K. F. Mission May Be Restored," *Colville Examiner*, 19 Nov. 1938; "Kiwanis Mission Restoration Drive," *Colville Examiner*, 9 Dec. 1939; Washington State Planning Council, *A Study of Parks, Parkways and Recreational Areas, State of Washington* (Olympia, Wash.: 1941), 1941: 50; USBR, *Recreational Development of Roosevelt Lake: Columbia Basin Joint Investigations, Problem 26* (Wash., D.C.: GPO, 1945), 8.

[95] Charles H. Odegaard, NPS Regional Director, to Washington State Parks and Recreation Commission, 15 Oct. 1973, St. Paul's Mission section, History box 3, LARO.HQ.LIB.

[96] "Superintendent's Annual Report, CODA," CY1974: 6, 20, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Kettle Falls Archaeological District National Register nomination, 1973, in Williams and Newell, *Historic Resources Study*, preface, 220-230; CODA, "Resource Management Plan and Environmental Assessment," 1982: 24-25; William Dunmire, LARO Superintendent, to Dr. Roderick Sprague, University of Idaho, 28 June 1978, file H22 Archeologic & Historical Information General, LARO.HQ.ADM; David H. Chance to William Dunmire, LARO Superintendent, 14 Aug. 1979 (appendix), St. Paul's Mission section, History box 3, LARO.HQ.LIB.

[97] "Interpretive Prospectus: Coulee Dam National Recreation Area," 1975: 16, 29; "Superintendent's Annual Report, CODA," CY1976: 16, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; J. Jerry Rumburg, LARO Chief of Interpretation, to LARO Superintendent and staff, 8 July 1980, file H14 Area and Service History, LARO.HQ.ADM; Arthur C. Hathaway, former LARO employee, personal communication to Kathryn L. McKay, 1 March 2001; J. Jerry Rumburg, "Saint Paul's Mission Wayside," 1983, file D6215 Museum Exhibit Repair & Rehab., LARO.HQ.ADM; CODA, "Annual Statement for Interpretation and Visitor Services: Coulee Dam National Recreation Area," 1981: 14, Statement for Interpretation notebook, LARO.HQ.CIO; Gary Kuiper, LARO Superintendent, to Glen Hinsdale, NPS Regional Chief of Interpretation and Visitor Information, 5 Jan. 1983, file D6215 Museum Exhibit Repair & Rehab., LARO.HQ.ADM; Kuiper to NPS Regional Chief, Interpretation and Visitor Services, 17 May 1985, file D6215 Museum Exhibit Repair & Rehab., LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1974: 11, file A2621 Superintendent's Annual Report, LARO.HQ.ADM. CCSO, "Museum Management Plan," 1997: 28. Two 1930s films about Kettle Falls have been put onto video and are currently shown to visitors on an informal basis.

[98] James A. Richardson, NPS Regional Chief, Interpretation and Visitor Services, to NPS Deputy Regional Director, 26 June 1985, file K1817 Annual Statement for Interp, LARO.HQ.CIO; CCSO, "Museum Management Plan," 1997: 28.

[99] Paul [Larson], LARO Chief of Interpretation & Resource Management, to LARO Superintendent, 25 January 1974, file H14 Kettle Falls Historical Center, LARO.HQ.CIO; Kenneth D. Weber to Darrell [Shute], 13 May 1974, file H14 Kettle Falls Historical Center, LARO.HQ.CIO; Marian F. Garvey, President Stevens County Historical Society, to William Dunmire, LARO Superintendent, 16 March 1979, file H14 Kettle Falls Historical Center, LARO.HQ.CIO; [Don Carney], Kettle Falls District Ranger, to LARO files, 22 June 1979, file H14 Kettle Falls Historical Center, LARO.HQ.CIO.

[100] CODA, "Resources Management Plan and Environmental Assessment," 1982: 25; NPS Special Assistant to NPS Regional Director, to Regional Director, 26 April 1983, file D22 Construction and Pres. Programs, 1982-1984, LARO.HQ.ADM.

[101] "St. Paul's Mission Development Concept Planning," 8 Feb. 1985 draft, file H3019 Mission Point Development Concept Plan, LARO.HQ.CIO; James A. Richardson, NPS Regional Chief, Interpretation and Visitor Services, to NPS Deputy Regional Director, 26 June 1985, file K1817 Annual Statement for Interp, LARO.HQ.CIO; Kent Bush, NPS Regional Curator, to LARO Superintendent, 6 Feb. 1986, file D6215 Museum Exhibit Repair & Rehab., LARO.HQ.ADM.

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[102] Kettle Falls Historical Center, Minutes of Special Meeting, 23 January 1986, file H14 Kettle Falls Historical Center, LARO.HQ.CIO; Kent Bush, NPS Regional Curator, to LARO Superintendent, 6 February 1986, file H14 Kettle Falls Historical Center, LARO.HQ.CIO; Kettle Falls Historical Center, Minutes of Special Meeting, 28 January 1986, file H14 Kettle Falls Historical Center, LARO.HQ.CIO.

[103] "Kettle Falls," (draft of Master Plan Development Outline), 26 Feb. 1948: 9, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM; Robert H. Coombs, LARO Acting Superintendent, to NPS Regional Director, 13 July 1953, file D18 Master Plan 1953 – June '54, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; NPS, "Environmental Assessment for the General Management Plan, CODA," 1979: 54.

[104] "Interpretive Prospectus: Coulee Dam National Recreation Area," 1975: 21; "Superintendent's Annual Report, CODA," CY1979: 6, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Williams and Newell, *Historic Resource Study*, 240; CODA, "Development/Study Package Proposal, Package No. 208," 1983, file D30 Dev't & Maint. (Fed Hwy Admin) 1983-1989, LARO.HQ.ADM; CODA, "Management Assumptions and Site Suitability Analysis for Kettle Falls Developed Area," Aug. 1989: ii, iii; "Draft Long-Range Interpretive Plan, Lake Roosevelt National Recreational Area," 1999: 25, LARO.HQ.CIO.

[105] Gary J. Kuiper, LARO Superintendent, to NPS Regional Director, 3 Feb. 1992, file A44 Dry Falls St. Park Interp. Center, LARO.HQ.CIO.

[106] J Harlen Bretz, "The Lake Missoula Floods and the Channeled Scabland," *Journal of Geology* 77 (1969): 507, 509, 522; Marge and Ted Mueller, *Fire, Faults & Floods: A Road & Trail Guide Exploring the Origins of the Columbia River Basin* (Moscow, Idaho: University of Idaho Press, 1997), 27; LARO, "Resource Management Plan, Natural Resources," 1997: 31.

[107] Mueller, *Fire, Faults & Floods*, 22-24. Note that J Harlen Bretz did not use a period after the initial "J."

[108] Grant D. Ross, "Grand Coulee National Park, Washington," 1935: 1, 2, 4, file H14 Historical Records – Grand Coulee, LARO.HQ.ADM; USBR, *Rural Recreation Areas: Columbia Basin Joint Investigations: Problem 25* (Wash., D.C., 1945), 5; Earl A. Trager, NPS Chief of Naturalist Division, "Grand Coulee, General Considerations," August 1938: 6, file H14 Historical Records – Grand Coulee, LARO.HQ.ADM.

[109] Conrad Wirth, NPS, to Hubert H. Walter, Columbia Basin Commission, 4 Dec. 1952, file Recreation (1 of 3), box 34, Columbia Basin Commission, WSA.

[110] J. Volney Lewis, NPS Regional Geologist, to NPS Regional Director, 13 Jan. 1942, file 1, box 2, RG 079-89-001, NARA-PSR; Fred O. Jones, "Geological Aspects of Developing the Grand Coulee as a Part of the Coulee Dam Recreational Area, Washington," 1950: 1, 7, file 10, box 8, RG 079-89-001, NARA-PSR: 1, 7.

[111] NPS Director to NPS Regional Directors, 1 Feb. 1965, file N44 Natural Landmarks, LARO.HQ.ADM; Paul F. McCrary, "Evaluation of the Grand Coulee, Washington for Natural History Landmark Designation," Jan. 1965: 19-20, file L58 Nat. Natural Landmarks, LARO.HQ.CIO.

[112] David A. Richie, LARO Superintendent, to Dr. Stanley A. Cain, Central Washington State College, 27 Jan. 1969, old files, LARO.KF.2004.

[113] "Interpretive Prospectus: Coulee Dam National Recreation Area," 1975: 1; Gary Kuiper, LARO Superintendent, to NPS Regional Director, 25 Aug. 1987, file N44 Natural Landmarks, LARO.HQ.ADM; Kuiper interview, Tape 2-B.

[114] Dan Brown, LARO Chief of Interpretation, to Ice Age Floods Institute Board of Directors, 5 Oct. 1994, file L58 IAF – Institute, LARO.HQ.CIO.

[115] Brown phone interview; ; "Superintendent's Annual Report, CODA," CY1989: 11, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM.

[116] Brown phone interview; "Superintendent's Annual Report, CODA," CY1991: 8, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1992: 15, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1993: 10, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Gerald Tays, LARO Superintendent, to Executive Director, Northwest Interpretive Association, 5 Oct. 1994, file A42 PNW Nat'l Parks Assoc. 1987-, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," Jan. 1994-Sept. 1995, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM.

[117] Charles H. Odegaard, NPS Regional Director, to NPS Assistant Director, Legislative and Congressional Affairs, 27 Sept. 1990, file L58 Planning Strategies & Briefing Statements; CODA, "Special Resource Study Priority Data Sheet: Ice-Age Floods National Reserve or Monument," 1990, file Ice Age Floods Task Force, LARO.HQ.CIO; Charles H. Odegaard, NPS Regional Director, to Dale Crane, National Parks &

Conservation Association, 27 March 1992, file L48 Planning Strate tegies & Briefing Statements,
LARO.HQ.CIO; "Planning Strategy for Ice Age Floods Preserve," [1990], file L58 Planning Strategies and
Briefing Statements, LARO.HQ.CIO; "Ice Age Floods Heritage Par Partnership Project," [ca. 1990], file Ice
Age Floods Task Force, LARO.HQ.CIO. Although the Park Servic vice emphasized a cooperative approach
with most land ownership and management not changing, the Natio ional Parks & Conservation Association
preferred a land acquisition program ("Strategy Paper, Ice Age Floc loods National Reserve," May 1992: 5, file
L58 Planning Strategies & Briefing Statements, LARO.HQ.CIO).

[118] "Superintendent's Annual Report, CODA," CY1993: 4, 11, file le A2621 Superintendent's Annual
Reports, 1990-, LARO.HQ.ADM; "Ice Age Floods Task Force," 2 23 March 1993, file L58 Ice Age Flood
Initiative – Misc., LARO.HQ.CIO; "Minutes: IAFs Task Force Me Meeting No. 5, September 8, 1993,
Spokane, Washington," 2-4, file L48 IAF Task Force Mtg. Minutes tes, LARO.HQ.CIO; "Executive
Summary, IAFS Resource Management Plan, Natural Resources," 1 1997: Appendix F: 27,
LARO.HQ.RMO.

[119] "Executive Summary, IAFS Resource Management Plan, Natura ural Resources," 1997: Appendix F: 27;
"Superintendent's Annual Report, CODA," Jan. 1994-Sept. 1995: 1 1-2, file A2621 Superintendent's Annual
Reports, 1990-, LARO.HQ.ADM; Gerald Tays, LARO Superintend ndent, to Mikki Kison, 30 Nov. 1994, file
L58 IAF – Institute, LARO.HQ.CIO; "The Issue of Feasibility/Suita itability for the Ice Age Floods Area,"
[April 1994], file IAFs Task Force, LARO.HQ.CIO; Dan Brown, L LARO Chief of Interpretation, to Kim
[?], n.d., file L58 IAF – Institute, LARO.HQ.CIO; NPS, "Columbia th Cascades Cluster 1995 Workplan,
Coulee Dam National Recreation Area," 26 June 1995 and 30 Nov. 1995, file A54 CODA Supt. Goals
1992-, LARO.HQ.ADM; Tays interview, Tape 1-B; Richard B. Wa aitt, Geologist, U.S. Geological Survey
Cascades Volcano Observatory, to Gerald Tays, LARO Superintend ndent, 4 March 1995, file IAFs Task
Force, LARO.HQ.CIO; Tays to Waitt, 23 March 1995, file L58 Ice e Age Flood Initiative – Misc.,
LARO.HQ.CIO.

[120] Brown phone interview; Gary J. Kuiper, LARO Superintendent, t, to NPS Regional Director, 3 Feb. 1992,
file A44 Dry Falls St. Park Interp. Center, LARO.HQ.CIO; Daniel R. Brown, LARO Chief of
Interpretation, to Wayne McLaughlin, Washington State Parks and Recreation Commission, 29 April 1992,
file A42 PNW Nat'l Park Assoc., LARO.HQ.ADM; Brougher phor ne interview; "Superintendent's Annual
Report, CODA," CY1992: 14, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM;
"Challenge Cost-Share Program Application: Dry Falls Interpretive e Center," file A44 WA State Parks (Dry
Falls), LARO.HQ.ADM; Bradford Frye, LARO Lead Seasonal, Dr ry Falls, to Lynne Dussel, LARO South
District Interpreter, 17 Sept. 1993, file A44 Dry Falls St. Park Inter p. Center, LARO.HQ.CIO.

[121] Brown phone interview.

[122] "Operations Evaluation Executive Summary, Coulee Dam Natio nal Recreation Area, June 20-24, 1994,"
7, file A54 Operations Evaluation 1994-95, LARO.HQ.ADM; CCS SR, "Museum Management Plan," 1997:
28; "Update on FY97 Park Operations: Lake Roosevelt," file F34 F FY97 Park Operations Survey,
LARO.HQ.ADM; Brougher phone interview.

[123] Tays interview, Tape 1-B; Baker interview, Tape 2-A.

[124] "Master Plan of Coulee Dam National Recreation Area," 1964: ch. 2, p. 13, file D18 Master Planning
1965-67, LARO.HQ.ADM; Mackintosh, *Interpretation in the Nati onal Park Service*, 67-71.

[125] Wayne R. Howe, "Coulee Dam National Recreation Area Mana gement Objectives," 23 Feb. 1971:
"Management Objectives" section, p. 2, file D18 Maintenance Plar nning Program, LARO.HQ.ADM;
"Superintendent's Annual Report, CODA," CY1972: 4, file A2621 Superintendent's Annual Report,
LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY 1974: 7, file A2621 Superintendent's
Annual Report, LARO.HQ.ADM; "Superintendent's Annual Repo rt, CODA," CY1975: 8, file A2621
Superintendent's Annual Report, LARO.HQ.ADM; "Superintende nt's Annual Report, CODA," CY1977:
7, file H2621 Annual Reports, LARO.HQ.ADM; CODA, "Annual Statement for Interpretation and Visitor
Services: Coulee Dam National Recreation Area," 1981: 12, Stater ment for Interpretation notebook,
LARO.HQ.CIO.

[126] Dan Brown, LARO Interpretive Specialist, to NPS Regional Ch ief of Interpretation, 8 Nov. 1991, file
K2621 Annual Reports, LARO.HQ.ADM; Gerald Tays, LARO Su perintendent, to NPS Associate Regional
Director, Operations, 9 Nov. 1993, file K2621 Annual Reports, LA ARO.HQ.ADM; Daniel R. Brown,
"Coulee Dam National Recreation Area Statement for Interpretatic on, FY93," 18 Feb. 1993, file K1817
Interpretive Plan, LARO.HQ.CIO. Today the field seminars are le d by Reclamation geologists (Lynne
Brougher, LARO Education Specialist, email to Kathryn L. McKa y, 10 April 2001).

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[127] "Quarterly Congressional Report, January-March 1995, Parks, Washington," 1, file A38 Congressional Reports 1991-, LARO.HQ.ADM. The "wildly successful" evaluation is from NPS, "Columbia Cascades Cluster 1995 Workplan, Coulee Dam National Recreation Area," 26 June and 30 Nov. 1995: 5, file A54 CODA Supt. Goals 1992-, LARO.HQ.ADM; CODA, "Floating Classroom on Lake Roosevelt," press release, 7 Feb. 1995, file K18 Floating Classroom, LARO.HQ.CIO; Brown phone interview. LARO's Education Specialist Lynne Brougher notes that LARO staff really should have gone to the teachers first and then decided that the Floating Classroom was appropriate, rather than the other way around (personal communication to Kathryn L. McKay, 6 July 2000).

[128] Bradford J. Frye, LARO Education Specialist, to Gary Kaatz, Curlew High School, 14 Sept. 1995, file K18 Interpretive Activities 1994-, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," FY1996: 4, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; "Millennium Activity Form: Lake Roosevelt Education Outreach Program," 9 Feb. 1998, file K2623 Situation, LARO.HQ.ADM.

[129] Terry D. Knapton, Executive Director, Lake Roosevelt Forum, to National Park Foundation, [June 1995], file K18 Floating Classroom, LARO.HQ.CIO.

[130] LARO Superintendent to NPS Director, 27 May 1963, file A2621 Annual Reports Field Areas 1-1-63 to 12-31-63, box 4, RG 079-95-05, NARA-PSR.

[131] "Superintendent's Annual Report, CODA," CY1975: 2, 6-7, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1977: 8, file A2621 Annual Reports, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," Calendar Year 1978: 9, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1979: 7, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1980: 5, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," FY1981: 8, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1984: 4, file A2621 Annual Reports, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1985: 4, file A2621 Annual Reports, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1990: 4, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1991: 8, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1992: 14, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Daniel R. Brown, "Coulee Dam National Recreation Area Statement for Interpretation, FY93," 18 Feb. 1993, file K1817 Interpretive Plan, LARO.HQ.CIO; Gerald Tays, LARO Superintendent, to Executive Director, Northwest Interpretive Association, 5 Dec. 1994, file A42 PNW Nat'l Parks Assoc. 1987-, LARO.HQ.ADM.

[132] Brougher phone interview.

[133] "Draft Long-Range Interpretive Plan, Lake Roosevelt National Recreational Area," 1999: 32-35, LARO.HQ.CIO; Brougher phone interview.

Chapter 9

From Simple to Complex: Cultural Resource Management

Cultural resource management at Lake Roosevelt National Recreation Area has been fraught with challenges. Initially the needs of recreation and industry took precedence. Early park managers were not much concerned with cultural resources because the two obvious historic sites, Fort Spokane and St. Paul's Mission, were outside the original boundaries and most archaeological sites were hidden under reservoir waters. This changed in the 1960s with the acquisition of Fort Spokane, passage of the National Historic Preservation Act and subsequent legislation, and the start of drawdowns for construction of the third powerhouse at Grand Coulee Dam. Today there are four federal agencies, two Tribal Historic Preservation Offices, and one State Historic Preservation Office – with the shared goal of resource protection but often differing agendas – who participate in some capacity in the complex task of cultural resource management at Lake Roosevelt National Recreation Area (LARO).

Grave Removal and Columbia Basin Archaeological Survey, 1939-1940

Archaeological investigations of the reservoir area were essentially an afterthought in the late 1930s, during the bustling period of construction at Grand Coulee Dam and the associated reservoir clearing. Elsewhere in the country, the Tennessee Valley Authority had conducted salvage archaeology operations at each of its major reservoirs during the 1930s, but the United States Bureau of Reclamation (Reclamation) did not play any serious role in archaeological investigations until the (Missouri) River Basin Surveys Program in the mid-1940s. Nonetheless, Reclamation got involved, at least peripherally, with a hurried program of archaeological salvage at the Columbia River Reservoir (Lake Roosevelt) in 1939-40.[1]

One non-archaeological aspect of the project began ca. 1938 when the tribes became concerned about the imminent flooding of their cemeteries at various locations along the Spokane and Columbia rivers. The Office of Indian Affairs (OIA) intervened on their behalf and began negotiations with Reclamation for relocation of known cemeteries as well as isolated burials. This function was later formalized in the Act of June 29, 1940 (Acquisition of Indian Lands for Grand Coulee Dam, 54 Stat.703). That legislation authorized the Secretary of the Interior to acquire Indian cemeteries, essentially trading them for new lands to be used for the same purpose. All human remains, grave markers, and "other appurtenances" were to be removed to the new site, with costs borne by the Grand Coulee project.[2]

Work began in September 1939 when the Spokane undertaking firm of Ball & Dodd was awarded the contract to relocate both Indian and non-Indian graves away from the area to be flooded; this was strictly a burial relocation project, seperate from the subsequent archaeological investigations. The locations of most Euroamerican cemeteries were known, but Reclamation hired non-Indian resident Cull White and knowledgeable tribal members to help locate Indian burial sites. Other Indians worked for Ball & Dodd building wooden boxes to hold human remains; these containers were small, just long enough for the leg bones and deep enough for the skull. (It is not known if the remains of non-Indians were reboxed in the same fashion or not.) During the process of exhumation of Indian burials, workers discovered hundreds of artifacts that had been buried with the deceased. Many of these were not reburied with the bones and instead were collected for their intended return to the tribes. Archaeologists who followed Ball & Dodd a year later called the undertakers' work a "major calamity, from the archaeological point of view" because their methods of exhumation completely destroyed all scientific evidence.[3]

Accounts vary concerning the total number of graves that were relocated with such haste in late 1939. Reclamation reported a total of 915 graves moved at a cost of $19,642.60; another source listed the reburial bid as $10,728. Howard T. Ball, who supervised the field work, initially reported that his crews relocated 1,027 graves, but he later changed this figure to 1,388. Tribal leaders reported another 2,000 sites in the fall of 1940, with additional discoveries expected, but Reclamation refused to continue the relocation. All remaining graves were soon covered with water.[4]

Archaeological recovery was first considered when the Inland Empire Indian Relics Society approached Reclamation in 1939 with a plan to have an archaeologist supervise a crew hired by the Work Projects Administration (WPA) to conduct salvage archaeology in the reservoir area. Neither Reclamation nor WPA had funds for such work, however. The Relics Society then joined with the Eastern Washington State Historical Society, which provided funding for a reconnaissance survey of the reservoir area from the dam to the Canadian border. When that was completed, the University of Washington and State College of Washington (later known as Washington State University) accepted archaeological oversight of the Columbia Basin Archaeological Survey (CBAS). The Historical Society also interested the National Youth Administration in providing manual labor and camp costs for field work that began in the fall of 1939 and continued for a year, with numerous test excavations at promising locations. Crews concentrated on three kinds of locations: habitation sites, shell middens, and burial sites; the last contained the most artifacts.[5]

This first archaeological project has been strongly criticized by recent archaeologists for both its methods and conclusions, but it is clear that the staff struggled with a difficult situation in 1939-1940. Time was limited as the waters rose relentlessly, forcing the inexperienced crews to move farther up the reservoir. They were pushed to work rapidly and often "superficially . . . as the water lapped about our heels," they reported. Supervisory personnel changed several times, and those remaining had trouble making sense of others' field notes. Heavy soil cover protected and hid many sites that have been found by subsequent archaeologists. The CBAS conclusions that the area was sparsely populated and the cultures were "simple" have since been disproved. More recent archaeologists have been able to find many additional sites that have been exposed after decades of water fluctuations and wave action eroded banks. The layers of stratigraphy have been destroyed, however, making interpretation difficult.[6]

Cemetery removal continued to be a problem for Reclamation, especially during the first decade of the reservoir when the banks continued to shift and erode to reach a stable angle of repose. Crews removed forty burials [illegible] from the [illegible] cemetery in 194[illegible] when the site was at considerable risk of sliding into the water. A number of [illegible] graves from four slide areas were located in 19[illegible] and removed the following year for approximately $20,000. Reclamation placed riprap on part of the Spokane Arm to protect a cemetery in 1965, slowing erosion at the site. In a much smaller project in April 1972, Barnes Funeral Home in Grand Coulee removed parts of sixteen burials in scattered graves along the Spokane River and reburied them in a common grave in the Westend Presbyterian Cemetery, at the request of the Spokane Tribe of Indians (STI). The tribe also asked that any artifacts found with the graves be turned over to the tribe. Some high banks continue to slump as they erode toward a new angle of repose. Such activity threatens the sites at Mission Point, requiring regular monitoring by the LARO archaeologist.

Archaeology, 1940-1960

When the Park Service began studying the Columbia River Reservoir, the agency was interested primarily in the area's recreation potential. Nonetheless, Regional Director Herbert Maier wrote to Joel Ferris in 1941 to ask if the Coulee Dam area had any archaeological or historical values. Ferris, vice president of the Eastern Washington State Historical Society, had been the key figure in funding the work of the CBAS. He believed that the reservoir area contained many sites with both historical and archaeological value, but his own interests lay with sites outside the reservoir. His believed that Fort Spokane was worth restoring but of lesser historical interest than Spokane House or sites in the Colville area.[8]

Following World War II, federal agencies began to pay more attention to archaeological resources that were scheduled for destruction as a result of a federal action. Consequently, salvage archaeology projects increased in connection with highway, pipeline, and canal construction. In August 1947, Reclamation, the Park Service, the Smithsonian Institution, and U.S. Army Corps of Engineers cooperated with the universities of Oregon, Washington, and California on a survey and salvage project in the Grand Coulee, prior to the dam and flooding that turned it into the Equalizing Reservoir, now known as Banks Lake. The project was led by Philip Drucker from the Smithsonian, who had worked nearly a decade earlier on the CBAS. Within two weeks, crews had located approximately twenty-five sites with burials, artifacts, and pictographs. Their primary work included sampling at some sites and sketches of rock art.[9]

The Park Service employed few archaeologists during the 1940s. Jesse L. Nusbaum worked out of the regional office in Santa Fe in 1947, but he covered a vast area, including much of the western United States and Alaska. Along with the established parks, he had to survey areas that were potential additions to the National Park System, such as the Equalizing Reservoir, as well as all Department of the Interior lands in eleven western states and Alaska. With responsibility for such a huge territory, there was little time to concentrate in any one area. By [illegible], the regional office in San Francisco had its own archaeologist available to either do the work himself or help parks contract with qualified outside personnel. The Regional Director reminded superintendents to watch for archaeological resources during construction projects. He suggested inspecting any proposed construction areas prior to work and, if archaeological evidence was seen, the staff should stop the project until the site could be investigated. If this was not possible, they should salvage the site. LARO depended on the Park Service's regional archaeologists until 1993 when the park hired its first full-time archaeologist.[10]

Archeology, Early 1960s

Following the conclusion of the CBAS in 1940, there was no further archaeological work at LARO until the 1960s. Initial emphasis was at Fort Spokane, acquired by the Park Service in 1960 and scheduled for extensive development under the Mission 66 program. The Western Regional Office funded preliminary excavations at Fort Spokane in August and September 1963. John Combes and his students from Washington State University (WSU) located footings and artifacts associated with the 1880-1882 Camp Spokane and then turned their attention to foundations of the main fort. The results were so satisfying that the Park Service proposed continuing the work of uncovering and stabilizing foundations to help interpret the site.[11]

Work on a new Master Plan in 1963 indicated deficiencies in the archaeological knowledge of the park. Regional personnel proposed to remedy this with an archaeological survey conducted by WSU in FY1965-1967 for $15,000. Superintendent Homer Robinson questioned the need for this survey because of the archaeological work done by the CBAS in 1939-1940, but others assured him that the survey was definitely warranted. Robinson followed up with three research project proposals to cover the archaeological survey, historic structures studies at Fort Spokane, and a study of building furnishings at the fort.[12]

Funds were not immediately available for any work, however. Although the Regional Archeologist had requested money for surveys at LARO each year, his budgets were "cut to a bare minimum" for research funds. He asked Superintendent Robinson if there were any chance that the park's Natural History Association had any funds to help with an important salvage project at Kettle Falls. If so, he believed the regional office could "scrape up some funds at the end of the year" to match money from the Association. Robinson's reply was far from encouraging: "The Coulee Dam Nature and History Association has a balance of $15.45 in the bank and we doubt that much could be done with this amount. Are there any other possibilities?"[13]

Federal Legislation Governing Cultural Resource Management

Prior to 1966, two major laws affected archaeological and historical sites. The Antiquities Act of 1906 established a system of permits for any archaeological work on federal lands. This was followed by the Historic Sites Act of 1935 that mandated the National Park Service to identify important cultural resources and provide for their protection and preservation.[14]

The landmark National Historic Preservation Act of 1966 (NHPA) greatly expanded protections by requiring the federal government to implement a nationwide program to identify, protect, and preserve historic places. This process was mandatory for all federal agencies on all federal projects involving federal dollars. Compliance oversight is shared with a newly created national Advisory Council on Historic Preservation.

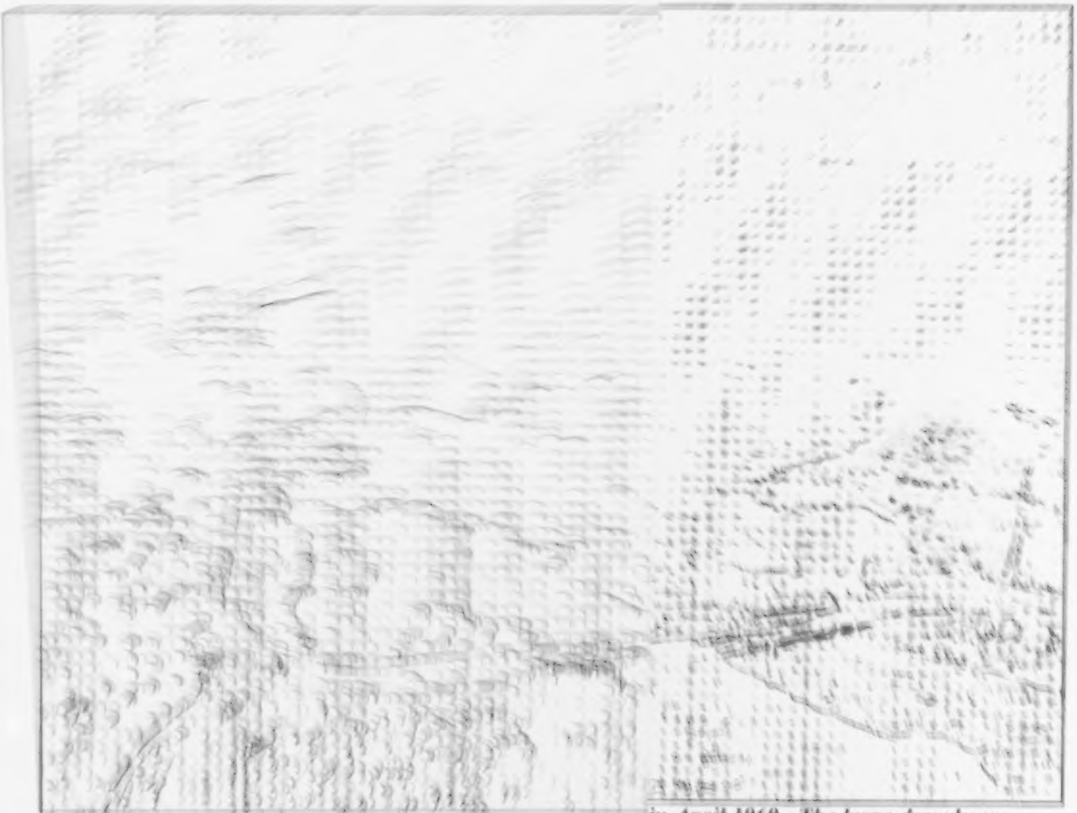
Other legislation expanded the mandate to identify and protect cultural resources. The Archaeological Recovery Act (also known as the Reservoir Salvage Act) of 1960 provided for salvage of archaeological sites prior to dam construction. The National Environmental Policy Act of 1969 (NEPA) required federal agencies to consider the impact of their actions on environmental, historical, and cultural resources, whether on federal land or on private lands using federal monies. This ushered in the era of environmental impact statements. Ten years later, the Archaeological Resources Protection Act of 1979 (ARPA) and subsequent amendments tightened protection for archaeological sites on federal lands and provided for criminal penalties.[16]

The Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) directed museums, universities, and all federal agencies to inventory their collections of human remains and associated grave goods, determine cultural affiliation where possible, and notify appropriate tribes. If they wished, tribes could ask for skeletal remains and artifacts to be returned to them. The sections of NAGPRA governing inadvertent discoveries of burials strengthened the tribal role in cultural resource management of reservoir lands such as LARO where the actions of reservoir operators caused slumping of banks and exposure of burials. When cultural affiliation is clear, the law gives tribes custody of such human remains. At the same time, federal land managers still have responsibilities under Sections 106 and 110 of NHPA and under ARPA.[17]

Impact of Third Powerhouse Construction

Funding possibilities for archaeological work at LARO improved with Reclamation's construction of a third powerhouse at Grand Coulee Dam. To facilitate building this project, the agency needed to dramatically lower the water in Lake Roosevelt each spring, an action that would expose hundreds of archaeological sites never before recorded. To prepare for this anticipated archaeological bonanza, the Western Regional Office funded WSU for the 1966 and 1967 seasons to do survey work around much of the reservoir. The Park Service continued the same funding arrangement for two more years as the lake levels dropped.[18]

Late in 1967, the Park Service initiated discussions with Reclamation about additional funding for a major archaeological salvage program at Lake Roosevelt during the powerhouse construction. Regional Archeologist Paul J. F. Schumacher stressed the importance of the sites that would be exposed and recommended that Reclamation provide $37,000 per year in 1968, 1969, and 1970, the years of the lowest expected drawdowns. He also requested $17,000 for each of the other three years, bringing the total to $162,000. The expenses were higher than normal since they would need to hire a



Aerial view of Kettle Falls, partially exposed during drawdow in April 1969. The large drawdowns
during construction of the third powerhouse enabled archae gists to reach previously inundated sites,
including some particularly significant ones at Kettle Falls. oto courtesy of U.S. Bureau of
Reclamation, Grand Coulee (USBR Archives P1222-142-45-).

field crew on the open market instead of being able use low-cost student workers who
were available only during the summer months.[19]

Reclamation initially refused this request, saying th it was not mandated to fund such
work in the Columbia Basin. Schumacher pointed t that the Public Works Act each
year specifically made Reclamation appropriations ailable to cover costs of
archaeological and paleontological projects. In addi on, he said that the Park Service
could not afford to do salvage work for sites threate d by other agencies, but it could
offer advice, inspection of salvage archaeology, and eview of technical reports from the
salvage projects. Although the budget for the third werhouse was "extremely tight,"
Reclamation managed to find $5,000 for archaeolog al salvage work in the FY1968
budget and expected it could make similar adjustme s in FY1969. Schumacher stressed
the need to have a crew in the field during the 196 rawdown to show pot hunters that
both federal agencies and professionals were interest d in preserving the local heritage.
He expected substantially more money for subsequen t years.[20]

The drawdowns for the powerhouse project during th e late 1960s and early 1970s spurred
significant archaeological work at Lake Roosevelt. S upervision changed from WSU to

Part of Takumakst (the Fishery), an Indian village at Kettle Falls, 1861. This site was partially excavated during the drawdowns for the third powerhouse construction. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 3246).

the University of Idaho in 1970, about the time Reclamation assumed responsibility for funding the work. Projects included extensive surveys around the reservoir and excavations concentrated in the Kettle Falls area. Archaeologist David Chance provided the primary field supervision for crews working at several sites connected with the fishery at Kettle Falls. Analysis of the features recorded there and materials recovered over several years of work enabled Chance and others to develop a local cultural sequence using artifact assemblages; develop a dated cultural chronology that indicated use of the site starting ca. 9,000 years ago; and describe the earliest known subsistence-settlement patterns in the reservoir area. In addition to prehistoric sites, archaeologists also conducted extensive investigations during the drawdowns at the site of Fort Colvile, the Hudson's Bay Company trading post near Kettle Falls. Work during several seasons helped provide information about building design and fort layout as well as details about both Indian and non-Indian life at the fort.[21]

Funding achieved a certain stability by the mid-1970s. Prior to 1976, appropriations from Reclamation for archaeological work at Lake Roosevelt had been on an annual basis, with the Bureau funding the Park Service which, in turn, contracted with the University of Idaho for the salvage work. For instance, the contract in 1971 amounted to $30,000 to be spent primarily on work at Fort Colvile and five prehistoric sites. In 1976, Reclamation began contracting directly with the University of Idaho. The first contract covered three years, providing a financial predictability that aided both field work and analysis.[22]

Pot Hunting and Inadvertent Site Destruction, 1960s-1970s

Major drawdowns during the powerhouse construction enabled archaeologists to reach previously inundated sites, but they also provided access for local pot hunters whose interest was stimulated by the professional excavations. Monitoring the shoreline for violations became a concern for both field archaeologists and the Park Service. Archaeologists Edward Larrabee and Susan Kardas, who conducted a survey in 1966, found pot hunters "very active" during low water and warned that continued drawdowns posed an emergency situation. "It is very much going to be a case of [archaeologists] getting there before the pot hunters do and staying until the floodwater comes up," warned Larrabee, "because I think it will be almost impossible for the Park Service to patrol this area." He suggested concentrating work in 1967 on the most threatened sites.[23]

The Park Service tackled the problem head-on the following spring by apprehending violators, especially at Fort Spokane, and by alerting the public to provisions of the Antiquities Act through press releases distributed to local television and radio stations and seventeen newspapers. LARO began to work with the U.S. Attorney's office to develop procedures to deal with repeat offenders. The education campaign continued in 1968 with the Park Service and regional archaeologists cooperating on a series of articles dealing with both legal and scientific issues surrounding archaeology. Carl Anderson, Kettle Falls District Ranger, suggested using the educational approach to the pot hunting problem, but he warned, "It's going to take a lot of effort on our part to educate the public because of our indifferent attitude in the past."[24] Active participation by LARO staff, including citing flagrant violators, reduced the problem with vandalism by 1970. "This was all quite different from the rather depressing situation I encountered three years ago," wrote David Chance, expressing his gratitude to the Park Service. By 1976 Chance believed the problem had dropped to an insignificant level due to active patrolling of sites by LARO rangers.[25]

LARO staff had to adjust to the increase in archaeological activity. While early patrolling was far from perfect, their response to the problem of pot hunters showed a determined and creative effort to meet their new responsibilities of identifying and protecting sites. Not everything went smoothly, however. Superintendent David Richie appealed to WSU archaeologist Lester Ross in 1969 for help in preventing destruction of archaeological sites. That spring, bulldozer crews working on the Reclamation log boom at China Bend inadvertently destroyed four sites. Both Richie and Ross attributed this to a lack of communication between contracting archaeologists at WSU and the staff of the federal agencies at Lake Roosevelt. Ross offered three suggestions to improve the situation: archaeologists needed to inform the agencies of sites being considered for further study; agencies needed to tell the archaeologists about any potential activities that would alter the land; and finally, the archaeologists needed to investigate these areas prior to making recommendations for mitigation or avoidance. Richie believed that Ross's

Excavation of site at Kettle Falls. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

recommendations would place an undue burden on all parties, and he proposed basically that all known sites be mapped, allowing the agencies to see if proposed activities might cause any destruction. If there were potential for harm, the university would investigate prior to clearance; if no potential, the agency could proceed. The Park Service would advise anyone working along the lake, whether federal or private, that all work had to cease if they found "obvious evidence of archaeological remains."[26] It is not known what protocols were adopted, if any.

LARO staff did not always follow proper procedures concerning archaeological resources. Park Service Regional Archeologist Charles Bohannon went to LARO in 1978 to provide archaeological clearance for a new access road, only to find the rough grading already completed. The following spring, the Regional Director took LARO Superintendent William Dunmire to task for providing clearance for another small project without the benefit of an archaeologist. While the particular situation appeared relatively unimportant to the Regional Director, he reminded Dunmire that "the archeological community and the State Historic Preservation Officer have shown no hesitation in raking Federal agencies over the coals for even minor projects such as this." He was concerned that many such instances over the years could have "a drastic accumulative effect."[27]

National Register of Historic Places

The 1966 NHPA helped the Park Service create a formal program for the management of cultural resources. By early 1969, the agency began to push all park units to identify historic resources and prepare forms to nominate sites to the recently created National Register of Historic Places, as called for in the federal legislation. President Richard Nixon strengthened this movement with Executive Order 11593 on May 13, 1971, mandating federal agencies to begin preservation of historic properties under their jurisdiction and to nominate these to the National Register by July 1, 1973. The deadline was a year earlier for the Park Service so it could provide an example for other agencies. In addition, its early response would reduce the anticipated heavy workload for the National Register staff.[28]

LARO staff did not meet the July 1972 deadline for this major project. Their work was complicated by a controversy over including the inundated sites of Fort Colvile and Kettle Falls. While state and federal officials did not think that any sites lost to the reservoir were eligible for the National Register, Park Naturalist Art Hathaway believed they should be included. He asked archaeologist Roderick Sprague for guidelines for nominating archaeological sites or alternative means of protecting them. State officials then evidently changed their minds on this point and the Kettle Falls Archaeological District, including seventeen prehistoric sites as well as the site of Fort Colvile and St. Paul's Mission, was added to the National Register in 1974. Its listing caused controversy, this time with the Park Service objecting to state actions. The Washington State Historic Preservation Office (SHPO) had nominated the district without any review by either the Park Service or Reclamation. Acting Regional Director Wayne Howe recognized the SHPO's authority in this matter but suggested that this type of unilateral action would worsen relations between state and federal agencies. He requested procedures to ensure that federal agencies be allowed to comment on state-initiated nominations in the future. Fort Spokane's nomination generated less controversy. The form, drafted in 1972, was later extensively revised before the district was listed in November 1988.[29]

Fort Spokane

When the Colville Indian Agency took over Fort Spokane in 1900, the buildings required a great deal of maintenance. Most were dismantled, relocated, or lost to fire and vandalism over the following decades. In 1918, when the hospital opened, only two of the standing buildings were occupied, and several were soon demolished. Most of the remaining structures were removed between 1930 and 1960, and the orchards, gardens, and fences were abandoned. Local farmers often used open areas for pasture and for raising cultivated crops, and area residents continued to use the site as a picnic spot. A caretaker for the Indian Service lived on the grounds. In 1940, as part of the Grand Coulee Dam Project, some 310 acres were transferred to Reclamation. The remaining 331.31 acres, on the higher bench, remained under the jurisdiction of the Bureau of Land Management.[30]

Beginning in the 1920s, agencies and individuals suggested a number of possible uses for Fort Spokane. The Washington Natural Parks Association thought it could be a state park. Some people in Spokane wanted to preserve it as an historic monument. The residents of Lincoln, at the mouth of the Spokane River, originally planned to relocate their town to the site of Fort Spokane when their townsite was flooded by the new reservoir, but this turned out not to be possible. The Lincoln County Historical Society and Spokane Chamber of Commerce wanted the buildings to be restored. The Park Service became interested in the site's possibilities as early as 1941, during the planning process for recreation on Lake Roosevelt. The agency asked to take over jurisdiction of the fort lands in 1943 and again in 1946 when the Tri-Party Agreement was signed. The Bureau of Land Management agreed to the transfer, but in 1949 the Spokane Business Council asserted its interest based on aboriginal use and occupancy. The STI hoped to develop the area for recreation and operate it to produce income for the tribe. As a result of the STI protest, a 1951 Solicitor's Opinion held that any withdrawal of the lands for inclusion in LARO had to be authorized by Congress. This delayed the decision for a number of years.[32]

The upper level [of Fort Spokane] could well be preserved for the historical monument and a small amount of work on the existing structures would preserve them for all times. Some of the old frame buildings probably should be removed as not being of sufficient interest to warrant the great amount of work necessary for their preservation.

-- Philip A. Kearney, NPS Landscape Architect, 1942[31]

During the 1940s and 1950s, while the Park Service was waiting on authorization to use the land outside of LARO's boundaries at Fort Spokane, the agency continued planning and developing facilities on the lower bench on land that belonged to Reclamation. The site was seriously considered for administrative headquarters in the 1940s. Although the regional office continued to urge evaluation of the historic qualities of the remaining buildings, LARO Superintendent Greider saw little value in them, or in the site's potential for LARO headquarters, as evidenced by this 1949 telegram about Fort Spokane: "Frame buildings have been removed. Brick buildings and old stable only good for salvage of brick and timbers. Fort Spokane satisfactory for district ranger station but not for general area headquarters."[33]

During the 1950s, Park Service personnel had mixed feelings about the historical significance of the few buildings still standing at Fort Spokane. In 1952, the Park Service revised its Master Plan for Fort Spokane to exclude the area occupied by the fort. In submitting this plan to the Park Service Director, Sanford Hill, Park Service Assistant Regional Director, explained that "Dr. Neasham [Park Service historian] does not believe this fort is of sufficient National importance to warrant acquisition or possible restoration by the National Park Service." The Park Service was trying at that time to reach a compromise with the Bureau of Indian Affairs whereby the Park Service would acquire only those acres that it absolutely needed for development of a recreational site at Fort Spokane. By 1957, however, the regional office again was stating in correspondence that one or more of the remaining buildings at Fort Spokane should be stabilized and used for administrative, interpretive, or other purposes. Regional staff did not believe that the fort had national significance, but they did agree that its state and local values were worthy of recognition. The primary purpose of acquiring the upper bench, however, according to LARO Superintendent Homer Robinson, was to develop a water system from the historic spring that had served the fort and to provide land for Park Service residences and a utility area away from the public-use area down on the lower bench. The regional office reminded Robinson that the Park Service had a national policy of preserving historic sites and structures and that any proposed development of Fort Spokane should not intrude on the historic scene.[34]

Building Restoration at Fort Spokane

Once the Park Service acquired the Fort Spokane grounds in May 1960, it immediately began to develop plans for the historic buildings. Regional Historian John Hussey visited the site and reported that even though only a few buildings remained, they gave the fort both the appearance and atmosphere of a frontier post. Restoration of the buildings was feasible, despite considerable cost. He stressed the need for immediate stabilization and protection prior to the arrival of an architectural team later in the summer. Preservation and restoration of the remaining buildings at Fort Spokane began in 1961 with some stabilization work. In 1962 LARO established maintenance accounts to retard deterioration of the buildings. The Mission 66 prospectus was revised to include funds for a visitor center at Fort Spokane plus money for research on stabilizing and restoring the standing buildings and to stabilize the foundations of the officers' quarters.[35]

Work in the early 1960s consisted of the various steps necessary to prepare the Historic Structures Report for Fort Spokane, which was written by Park Naturalist Paul McCrary. This report presented renovation and reconstruction priorities for the historic buildings. Restoration began in 1965 on the 1892 guardhouse, 1888 powder magazine, 1884 stable, 1883 reservoir building, and 1880s springhouse. Naturalist McCrary worked alongside the maintenance crew on the restoration; he was young, had diverse skills, and was willing to tackle large projects. The work was completed to acceptable levels, according to the standards of the day, by the early 1970s. The quartermaster storehouse was in very poor condition and was torn down by 1980. LARO staff learned in 1963 that the former post sutler's house was located in Miles, but the owner's asking price was too high and the Park Service did not purchase the building.[36]

The guardhouse was a priority for work in the early 1960s. It was rather extensively remodeled on the interior to serve as district offices and exhibit rooms. Structural timbers missing from the building were replaced, and "modern conveniences" were installed. The ceilings were lowered in some rooms, and doors and window sashes were constructed to match the originals. The interior rooms became the district ranger's office, exhibit room with central information desk, ranger work room, seasonal historian office, prison exhibit room, two cell exhibit rooms, audiovisual room, furnace room, employee restroom, storage room, and hallways. Rooms opening onto the veranda were converted to public restrooms. The work was completed in 1966. According to LARO

Fort Spokane guardhouse and quartermaster stable soon after restoration, 1966. Photo courtesy of Spokesman-Review archives.

Superintendent David Richie, writing in 1968, "Most of the historic atmosphere of [the guardhouse lobby] was lost during restoration."[37]

One seasonal employee, Tom Teaford, was quite disturbed by an experience he had while working in the guardhouse in 1978 or 1979. Teaford was sitting behind the information desk late one night when he heard slow footsteps walking along the hallway. The door to the men's restroom (the access was from the hall at that time) swung open and closed. Next, he heard a group of children talking and laughing on the front porch. He called the night patrolman, but the two men found no evidence of intruders. In fact, there were no footprints in the sprinkler-moistened lawn surrounding the building. This story is still told to new LARO employees at Fort Spokane to share with them the past historic uses of the property as an Indian school and children's hospital.[38]

Around 1983, the district offices at Fort Spokane were removed from the guardhouse to a nearby new building. LARO began discussing changing the layout within the guardhouse, such as removing nonhistoric walls. The chrome and vinyl office furniture had been replaced with wooden furniture back in 1974, but modern lights, double doors, and modern flooring still detracted from the historic feel. The interior of the building had dark carpets and dark walls. In 1996, office partitions were removed, the brick walls were exposed, and a new information desk, sales area, and staff workspaces were [illegible]. This was partly necessitated by changing exhibits and the addition of cooperating association sales fixtures. The lobby was made to look more like exhibit space than offices in order to make it more inviting to visitors.[39]

The quartermaster stable is a large frame building that Fort Spokane's caretaker was using for storage when the Park Service acquired the property. The 1962 Historic Structures Report for this building determined that LARO would "recreate the scene" to some extent with stable items and would refurnish the stable sergeant's room. The building was stabilized and leveled with new foundation beams in 1964. Park staff had no idea how heavy the cupola was until they tried to raise that section. They used surplus twenty-ton jacks, burying three jacks before the section even moved an inch. LARO's Maintenance Foreman Don Everts remembered that the park engineer often observed the work. "Of course, this was before OSHA, so he'd shake his head and turn around quite often."[40] In 1973, park personnel screened the north end of the stable so the public could view the interior. A 1975 paint job removed the white trim that had made it look like a New England barn. The following year, the flooring of the interior north half was replaced and that part of the stable was opened to the public. Other work in the 1970s, related to the living history program, included acquiring two mules, a freight wagon, and harness, as well as constructing a vertical-board corral next to the stable based on historic photographs and drawings. The final major work at the stable was done in 1985, when maintenance crews installed a new foundation, posts, flooring, and stall partitions in the south end of the stable.[41]

When the Park Service took over the upper bench of Fort Spokane, the powder magazine was the best preserved of the buildings that were still standing. The early 1960s work on this brick building consisted of realigning the foundation and stabilizing the building, plus installing new doors and windows to match the originals. In 1974, the front part was used for cataloging artifacts with room for public viewing. Exhibits were installed in the building in 1977, and the exhibit room was opened to the public in 1978. Today, a table from the post bakery and two cook stoves are on display in the room.[42]

The historic water system at Fort Spokane is a spring about four hundred feet above the other historic buildings on the site. In 1963, the springhouse and reservoir building were rehabilitated/rebuilt and new pipes were laid. The gravity-flow water system provided water to the employee residences, picnic area, and campground at Fort Spokane. The reservoir building was again stabilized in the mid-1980s.[43]

Beginning in fiscal year 1978, four buildings and numerous foundations at Fort Spokane were included in LARO's Historic Building Cyclic Maintenance Program (the springhouse is not a contributing element of the district). Most of the work consisted of painting and foundation stabilization. The Fort Spokane Military Reserve Historic District was listed in the National Register of Historic Places in 1989.[44]

In 1985, two landscape architects from the Pacific Northwest Regional Office (today's Columbia Cascades Support Office) prepared a preliminary historic landscape study of

Fort Spokane. Recommended work on the buildings included expanding the corral east of the quartermaster stable and establishing a maintenance program with priorities and guidelines for maintenance and restoration planning. The Historic Structure Preservation Guide for Fort Spokane was prepared in [illegible].[45]

Protection of the historic buildings at Fort Spokane from fire has long been a concern. In the early 1960s, hose boxes and fire hydrants provided minimal protection. In 1981, a fire truck with a five-to-ten-minute response time was considered only marginally effective, but foot patrols, hazard inspections, mowing around buildings, and fire prevention messages to visitors helped. LARO and the Denver Service Center agreed that a small sprinkler system designed to delay fire spread until a truck could arrive would be desirable. Currently, the Park Service maintains a fire truck on site at the adjacent South District office.[46]

Fort Spokane's buildings have been infested by various pests over the years, including termites, pigeons, bats, and marmots. The park launched an all-out war against Fort Spokane's marmots in 1991. After evaluating various options, the selected methods of control were "direct reduction with firearms" and live trapping.[47]

Building Foundations at Fort Spokane

The 1961 Historic Structures Report for Fort Spokane mentioned that archaeological testing was needed to determine the exact number of building foundations still existing and to locate the earlier buildings in order to protect them. Archaeological investigations at the site began in 1963, the first at LARO in the relatively new field of historical archaeology. This initial work concentrated on foundations. LARO personnel had worked that spring to clear debris, brush, and old fences from the fort grounds and in the process located a number of old foundations not previously documented. Much of this work was done by maintenance worker Don Everts, who "witched" the water lines leading to the foundations. WSU Archaeologist John Combes brought in a crew of students late that summer to work on locating building remains from the earliest period, 1880-1882, when the fort was still known as Camp Spokane. When this work was finished, the crew turned its attention to the main fort, where they dug within the foundation of a large building that once had contained several shops. Through their excavations and subsequent artifact analyses, they were able to delineate the areas used by the blacksmith, wheelwright, tinner, carpenter, and painter.[48]

LARO finished its initial program of stabilizing and restoring foundations at Fort Spokane in 1972. The following year, the recreation area began to locate and identify additional historic foundation stones to reduce inadvertent damage by LARO staff (some had been repeatedly plowed over). As of 1975, about thirty-one foundations and ten building depressions were deteriorating due to weather, vegetative growth, and rodent activity. Many of these were enumerated in LARO's List of Classified Structures, but a number were rapidly deteriorating because very little maintenance or protection was done on the foundations until the early 1980s. In 1981, however, the Park Service approved a project to stabilize and preserve sixteen granite foundations and two brick-lined root

Excavation of root cellar at Fort Spokane, May 1985. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 2950).

cellars. The University of Idaho contracted in 1985 to excavate the Company G root cellar. Following the excavations, the masonry walls were stabilized and the hole was filled with sterile sand. Foundations at two additional sites were restored in 1994-1995.[49]

In 1991, cultural resources staff of the Park Service regional office in Seattle prepared a comprehensive design plan for Fort Spokane. One element of the plan was treatment of the foundations. The report recommended protecting and delineating archaeological features. To enhance the visitor's understanding of the historic scene, the authors proposed a variety of treatments of individual foundations, including outlining, raised walls, platforms (with floor plans painted on the surface), and "ghosted" frames. Park Service thinking had come a long way from 1968, when LARO's Master Plan called for examining the possibility of reconstructing certain Fort Spokane buildings to serve as an overnight lodge, restaurant, or gift shop run by a concessionaire. As an appendix in the report, Regional Archaeologist Jim Thomson commented that because of funding limitations, foundations should be identified and stabilized, but archaeological testing and "ghosts" were too costly to be considered.[50]

Excavations at the Fort Spokane Dump

The historic dumping areas at Fort Spokane have attracted pot hunters for years, challenging LARO's ability to protect these sites. The main dump was discovered inadvertently in 1967 while bulldozing in the area. Trash included bottles, mugs, and buttons. The district ranger planned to monitor the area closely to prevent vandalism, but the site was regularly looted. Still, LARO staff tried to maintain a semblance of control by contacting violators to ensure future cooperation. When pot hunting continued, LARO Park Naturalist Arthur Hathaway asked Regional Archeologist Charles Bohannon to excavate the main military dump. Bohannon denied the request, adding that LARO was responsible for site protection. A major illegal excavation in the spring of 1973 encouraged the park to look into having an archaeologist investigate the site in the belief that professional excavation would discourage pot hunting by removing the attraction. LARO staff wrote a Resource Study Proposal to hire University of Idaho archaeologist Roderick Sprague to work at the site, but funding was not available. The park continued with its monitoring program, adding other areas on the grounds where smaller dumps were found. Looters continued their activities also, and there were at least seven reported incidents from 1988-1998. One of these, in January 1994, resulted in disturbance of an area as large as forty-eight square meters, with excavations going deep enough to destroy nearly twenty cubic meters of the dump; no arrests were made in this case. Four years later, the Park Service finally hired an archaeologist to inventory and analyze the artifact concentrations in the main dump.[51]

St. Paul's Mission

St. Paul's Mission presented different issues for the Park Service since it was not added to LARO until 1974. The building, constructed in 1847 using traditional post-and-sill design, fell into disuse after 1873 and partially burned in 1910, the same day that the old buildings at Fort Colvile caught fire. The damaged structure deteriorated further for nearly three decades until regional Catholics joined with a local service club and many individuals to fund a major restoration project in 1939-1940. Father Paul M. Goergen, who oversaw the work, noted that all the workers on the project had come to appreciate the skill and hard work of the original builders. "Even we, who have modern equipment to work with, find restoration of the mission difficult and exhausting work," he admitted. The Catholic Diocese of Spokane deeded the church property to the State of Washington in 1951, and the state turned administration of the site over to the Park Service in 1974.[52]

Cultural Landscapes

Obviously, not all historic sites at LARO received the intensive protection and interpretation given to Fort Spokane and St. Paul's Mission. Nonetheless, the Park Service had a mandate to conserve not only the natural environment but also the "historic objects" within it. Park managers often had difficulty deciding how to manage old buildings, and the ambivalent attitudes of certain early LARO superintendents toward the historic structures at Fort Spokane probably were typical of the era.

To help provide guidance, the Park Service initiated a pilot program in 1979 to assess cultural landscapes that included not just buildings and structures but the surrounding areas as well. This method of analyzing properties gained acceptance during the 1980s, and the Park Service now funds cultural landscape work as a distinct resource type. Landscape architects with the cultural resources division in the regional office in Seattle conducted a preliminary landscape study of Fort Spokane in 1984, followed by a cultural landscape report (CLR) and design proposal. The regional staff then continued to work closely with LARO personnel to consolidate the findings from the Fort Spokane CLR, completing a draft Comprehensive Plan for the site in 1991. Although the plan was never finalized, it addressed many of the issues raised in the earlier CLR. LARO staff at Fort Spokane used this plan as the basis for a series of projects to enhance the interpretative environment at the site. These included stabilizing foundations and ruins, designing the entry gate, building an interpretive trail, working in the historic orchard, and modifying the access road and parking area. Natural resource management at LARO also considered cultural landscape issues when managing for hazard trees, insect infestations, and fires.[53]

The Park Service instituted a service-wide Cultural Landscape Inventory to document and evaluate any park landscape that was potentially eligible for listing in the National Register of Historic Places. Work on this inventory at LARO began in 1994 when two landscape architects from the regional office worked during the spring and summer to identify and inventory nineteen potential cultural landscapes at LARO; they identified fifteen others for additional work the following year. The sites ranged from Grand Coulee Dam, with its associated irrigation features and towns, to isolated homestead cabins and farms, to Fort Spokane. The work in 1994 was funded by the Bonneville Power Administration (BPA) as part of a multi-disciplinary inventory that was incorporated into the research design of a much larger project, described later in this chapter. The inventory work is not yet completed.[54]

Museum Collection Management

Park Service museums use artifacts to illustrate interpretive themes. Museum collections at park units generally contain a number of artifacts suitable for exhibit, along with many others appropriate for study. Many of these artifacts are acquired through archaeological surveys, testing, and excavations.

LARO's 1958 Museum Prospectus identified the Fort Spokane visitor center as both the repository for the park's artifacts and a place for collection studies. Because the recreation area owned no artifacts at the time, staff recommended contacting various organizations to locate objects considered desirable for exhibit and study purposes. The first priority was objects that would help with the study and interpretation of the area.[55]

Because LARO was not established until after the completion of major archaeological work along the upper Columbia River in 1939-1940, the recreation area had no American Indian artifacts in its museum collection when it turned to the task of planning exhibits in the 1960s. When the interpretive program began in 1962, park staff visited repositories with objects related to the park. These included the Eastern Washington State Historical Society in Spokane, the University of Idaho, and WSU; the last housed artifacts from early 1960s excavations at Fort Spokane. LARO staff believed that the best historic objects were held privately and that eventually they would be donated to the Park Service. Park Naturalist Arthur Hathaway located and obtained many items for the recreation area in the 1960s, but he was unable to obtain funding for storage from the regional office. Instead, he locked some of the items in a jail cell at the Fort Spokane guardhouse and commented, "Now all I have to do is find some help in cataloging the mess."[56]

In 1967, LARO's museum collection consisted of seventy-three catalogued objects related to local history. The artifacts were stored until 1974, when staff began sorting and cataloguing. Most of the historic materials were small metal and stone objects related to the military at Fort Spokane. In 1977, a seasonal museologist completed cataloging the collection, which had grown to 1,077 objects, and designed a display of artifacts in the powder magazine. Four years later, however, some of the accessioned items were removed since they did not fit accessioning criteria. Because a new storage facility was being planned at Fort Spokane, LARO decided that a collection preservation guide would be helpful in planning for long-term conservation and preservation needs. This occurred at a time when Park Service management in general was becoming more supportive of efforts to assess, protect, and care for park museum collections.[57]

To further the effort to bring the park's museum collection management into full compliance, LARO added a new position to Fort Spokane in 1985 that included curatorial responsibilities as a collateral duty; until that time, curation had been a secondary responsibility of the Chief Park Interpreter. The park also built an artifact storage room and work space in the maintenance area of the new Fort Spokane district offices to hold artifacts that were not on display. The LARO collection had been scattered previously throughout the three districts. LARO also shared responsibility with Reclamation for a collection of artifacts from Fort Colvile excavations housed at the University of Idaho, and for a smaller collection from excavations of Fort Spokane grounds housed at WSU.[58]

The Park Service secured additional funding in 1987 to increase its efforts to catalog artifacts and to address concerns about storage and display conditions. At the same time, LARO worked to address collection security through proper storage as well as display conditions (climate control and security) in the Fort Spokane guardhouse. In 1988, contractors completed cataloguing the park's museum collection, which by then had increased to 2,152 items (separate from the much larger archaeological collections). The catalog records were entered on the Automated National Catalog System.[59]

The University of Idaho housed the artifacts and records for the archaeological surveys of Lake Roosevelt done for Reclamation and the Park Service in the 1960s and 1970s. By 1986, the collection totaled close to seven hundred cubic feet, with the Kettle Falls portion alone including about 200,000 American Indian artifacts and 50,000 Euroamerican artifacts. Federal ownership mandated that the repository follow the Secretary of the Interior's Standards for curation. During the mid-1980s, the Colville Confederated Tribes (CCT) requested curation responsibilities for artifacts excavated from Kettle Falls, contingent on completion of a tribal museum planned for the Coulee Dam area. Both the CCT and STI felt strongly that all local Native American artifacts recovered from Reclamation lands should be returned to the tribes.[60]

Archaeologists excavating site of powder magazine at Fort Colvile, May 1970. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO 3043).

The Park Service, however, was concerned about any transfer of artifacts to the tribes because it believed that neither the CCT nor STI museum facilities could meet the existing standards. Transfer of Native American artifacts was potentially complicated since many tribes were represented at the Kettle Falls fishery sites and thus would need to be consulted. The Park Service also insisted that any agreement dealing with repatriation of the collection needed to include provisions allowing qualified researchers access to the materials. The agency recommended that all historic artifacts remain government property in a federal repository. Following protracted negotiations between the CCT and Reclamation to transfer the collection, the tribes essentially quit-claimed the historic materials from Fort Colvile to Reclamation for curation at the Park Service facility at Fort Vancouver; the transfer occurred in July 1996. At about the same time, the CCT took over curatorial responsibilities for the rest of the Kettle Falls collection, which remains stored with Reclamation at Coulee Dam until the CCT completes its new repository.[61]

By 1993, LARO curated a museum collection that had grown to include almost fifty-eight hundred archaeological and more than twenty-one hundred historical artifacts; of these, only sixty-eight were displayed in park exhibits. In addition, the park planned to add artifacts from the 1962-1963 excavations, stored at WSU, to the collection. A Collection Storage Plan for LARO, prepared in 1994, recommended enlarging the storage space at Fort Spokane to house the entire collection. This was completed in 1995. The plan also recommended relocating the flammable liquids stored beneath the collection storage room, and this was soon accomplished. In addition, the park installed an environmental monitoring system in the collection storage room.[62]

A Museum Management Plan for LARO, completed in 1997, made recommendations for the museum program for the next five-year period. The report noted the potential for growth in both the archaeological and archival collections and mentioned that the park was not interested in having an on-site natural history collection because good collections were already available at area universities. The fragmentation of responsibilities for cultural resources management between resources management, visitor services, and park management was noted, along with the lack of professional oversight and management of the museum collection. To solve this, the report recommended creating a Branch of Museum Services supervised by a curator, archivist, or librarian. This has not yet been done.[63]

In 1967, LARO had fifty bound volumes, plus a few reports and papers, in its library collection for staff use. The subjects were mostly natural history, with some historical references. Management of the expanding library was simplified in 1989 when all the library books were catalogued in the Park Service regional computerized library system. By 1997, the library had grown to some twenty-eight hundred titles. About that time, LARO awarded a contract to have archivists locate, inventory, accession, and catalog the park's archival materials as a first step in preparing an administrative history of the park. The contractors also listed relevant documents found at other repositories. The 1997 Museum Management Plan provided recommendations on improving access for the staff to the park's information resources.[64]

LARO hired contractors to accession and catalogue some twenty-two hundred historic photographs in 1988 and 1989. These photographs were mostly duplicates from other collections. The slide collection was organized in 1991. Three years later, the park printed positives and negatives for its historic photographs and stored them separately.[65]

Security for the park's museum collection has improved greatly over the years. In the 1970s, the exhibit security alarm at the guardhouse was photoelectric, but it apparently never worked well. After the Park Service revised its security standards for museum collections, LARO assessed its conditions and found that the park needed security and fire alarm systems for the visitor center exhibits and the museum collection storage room at Fort Spokane. Several items were stolen in the 1980s. A security and fire protection survey for Fort Spokane made detailed recommendations for improvement, and the critical elements were implemented within the next few years. Currently, Fort Spokane is protected by a fire detection system and a fire truck on site.[66]

LARO has recently obtained funding to move its artifact collection to better storage facilities available at Nez Perce National Historical Park, approximately a four-hour drive from Lake Roosevelt. The park will retain its archival materials, including photographs.[67]

Compliance Guidelines

In response to the passage of the National Historic Preservation Act (NHPA) in 1966 and the subsequent issuance of Executive Order 11593 in May 1971, the Park Service developed protocols for dealing with archaeological and historical sites affected by park development. NPS-28, "Cultural Resources Management Guideline," first published in the early 1970s, directed agency managers to "locate, identify, evaluate, preserve, manage, and interpret qualified cultural resources in every park in such a way that they may be handed on to future generations unimpaired."[68]

In the late 1980s, before the arrival of a park archaeologist, LARO personnel developed special checklists and forms to assess the effect of park actions on cultural resources. The district maintenance foreman, district ranger, chief of maintenance, chief ranger, chief of interpretation, and assistant superintendent all reviewed these forms to see if the proposed undertaking had potential to affect resources eligible for the National Register of Historic Places and thus require compliance with Section 106 of the NHPA. Following the provisions of the Servicewide Programmatic Agreement for complying with Section 106, LARO staff used an Assessment of Effect (106) form to document the park action and the resources involved. Regional cultural resource staff then reviewed these forms and recommended any actions needed to mitigate potential effects on eligible properties. Under the 1991 Programmatic Agreement, proposed actions still were documented on the 106 form and reviewed by the cultural resource staff at the regional office in Seattle. The Regional Director was the responsible official under the implementing regulations for Section 106 until 1995, and the regional cultural resource staff provided recommendations to the Regional Director on the level of effect, mitigation options, and the level of Section 106 review required. After 1995, the Superintendent became the responsible official for Section 106.[69]

Because so many projects involved archaeological clearance, park staff hoped that an on-site park archaeologist would speed clearance, particularly for projects developed with short notice that involved ground disturbance. The first park archaeologist, Paula Hartzell-Scott, was stationed at LARO in 1993 and funded as a term position under the Memorandum of Agreement (MOA) with the BPA. In addition to having field responsibilities for the conduct of inventories completed under the BPA agreement, she also undertook park project clearances. In 1995, Ray DePuydt succeeded Hartzell-Scott in the term archaeologist position. This job has been partially covered under park base funding since 1996, with additional monies from other park funds, soft project money, and regional office funds. The hopes of the park maintenance staff that the park archaeologist would facilitate project clearances have been realized. The archaeologist, however, has suggested that some longer-term coordination and planning would result in better consideration and mitigation of the effects of their projects.[70]

Tribal Interest in LARO's Cultural Resources, 1960s

The CCT and STI expressed their concern with cultural resources when archaeologists began work at LARO in connection with the late 1960s drawdowns. The tribes had been involved decades earlier when Indian crews assisted Ball & Dodd in relocating graves. Interest resurfaced within the STI following the initial survey work in 1966. Archaeologist Larrabee learned that the tribe might be claiming jurisdiction past the water's edge to the center of the Spokane River, potentially impacting archaeological work when normally submerged lands were exposed. Larrabee cautioned Roderick Sprague at WSU to check with the Department of the Interior counsel prior to any salvage work at Mill Creek in the spring. The Regional Solicitor, however, ruled that since the United States bought the lands, the tribe retained no rights below the 1,310 line. In the spring of 1968, STI attorney Robert Dellwo contacted LARO Superintendent Richie after reading about upcoming archaeological work along the river adjoining reservation lands. He noted that while the Tribal Council did not oppose this work, they believed they should be consulted prior to the start of any archaeological project since graves contained tribal ancestors and artifacts belonging to the tribe. Richie apologized for the misunderstanding, explained that the sites were across the river from the reservation, and reassured him that such contracts were awarded only to archaeologists "who have demonstrated competence and a cooperative attitude." He promised to keep the Council informed in the future, and he suggested a possibility of cooperating with the STI on archaeological displays for the new community building.[71]

The tribe took this offer of help on displays beyond what Richie probably intended and requested permission in August 1968 to collect artifacts for the exhibits by digging for bottles at Fort Spokane where many tribal members had worked or attended school. Locating and identifying bottles took special skill, tribal member Glen Galbraith told the Superintendent, and the tribe had "several members well experienced in this regard." In addition to bottles, the STI hoped to gather "truly Indian artifacts" on the reservation side of the lake. Instead of applying directly to the Secretary of the Interior for permission, the STI preferred to work with local LARO officials because of their cooperative attitude.[72] Richie discussed these ideas with Regional Archeologist Paul Schumacher, who responded favorably to the tribe's requests. He promised to tell WSU about their interests and noted that any historic objects would need to go first to the university but then could be loaned back to the tribe. WSU Archaeologist Lester Ross met with the tribal council in November and promised to work on a plan allowing tribal members to survey and map sites on the reservation. In the meantime, he laid out the guidelines that allowed members to collect artifacts as long as they plotted site locations on a master map and labeled artifacts in such a way that they could be tied to specific sites.[73]

Relations with the Tribes, 1970s and 1980s

Relations between the tribes and the Park Service at Lake Roosevelt grew more complicated during the late 1960s, with tensions escalating during the next decade. This was a time of nationwide Indian activism that found local expression in the movement to gain control over Indian lands around the reservoir. Under the 1946 Tri-Party Agreement, the Park Service, as the federal land manager for the Recreation Zone, was assigned primary responsibility over the shore lands, with some restrictions applying to the Indian Zones. This included management and protection of cultural resources on these lands, a responsibility that increased with the new legislative mandates starting in

1966. Both the STI and CCT began to challenge the 1946 agreement in the 1950s and finally achieved a victory in 1974 with a favorable Solicitor's opinion. This caused the Secretary of the Interior to order all parties to negotiate a new agreement that included the tribes. The parties, however, did not reach accord until 1990. During the sixteen years leading up to the new agreement, the tribes pushed for clarification and extension of their rights over a greater portion of the reservoir lands previously controlled by the Park Service. While most of the negotiations dealt with broad legal rights, cultural resources also played into the picture as the tribes asserted their right to control sites they considered a vital part of their heritage.

The question of tribal notification prior to excavations arose again locally in 1972, during the time that it became an issue nationwide. The STI became aware of a promise from Regional Director John Rutter to the Nez Perce Tribe that no archaeological permits would be given for their lands without prior tribal consultation and consent. The STI received assurance that these same procedures would be "uniformly applied throughout the country." This did not extend to non-Indian lands, however, and a federal agency could not be denied a permit. Despite this, the Park Service was notifying archaeologists who worked in the area and was confident that they would be sensitive to the STI request.[74]

Archaeologist Roderick Sprague, who worked on many projects at Lake Roosevelt, addressed similar concerns to his colleagues in a 1974 article in *American Antiquity*. While acknowledging Indian-archaeologist conflicts during this time of Red Power, he believed that most could have been avoided, and he suggested some ways to establish a cooperative relationship with the tribes. For instance, he considered it "no more than common courtesy" to contact the local tribe or tribes before starting field work, just as providing copies of final reports to tribes was appropriate and professional. He suggested that preferential hiring of tribal members would improve relations and that such cooperative efforts would bring benefits that far outweighed any inconvenience.[75]

Consultations with Tribes

The Park Service formalized the consultation process in September 1987 with the publication of its "Native American Relationships Management Policy" in the *Federal Register*. This policy directed the agency to develop programs that demonstrated an understanding and respect for the cultural traditions of American Indian tribes that could demonstrate ancestral ties to lands within the National Park System. Park managers needed to establish an effective consulting relationship with affected tribes. The policy was particularly clear with respect to treatment of burials, which were to be located and protected as well as possible. This was hard to apply to Lake Roosevelt, however, where water fluctuations caused annual destruction. In case of disturbance, the Park Service was directed to consult with tribes to determine the most appropriate treatment and disposition, following tribal preferences as much as possible. Additional consultations were to include Park Service archaeologists, followed by the SHPO and the Advisory Council on Historic Preservation, if needed. This policy was complemented by the passage of NAGPRA in 1990.[76]

Consultations between LARO and the CCT helped determine the appropriate action for preserving a particular pictograph within the park. After monitoring the site for many years, the Park Service brought a conservator in September 1985 to suggest ways to protect and preserve the ancient art. His primary concerns were diverting water runoff and loose gravel from the road away from the rock and keeping the surface free of vegetation. The following June, the CCT reported that the surface had been defaced with some chipping of paint and the addition of graffiti, "MIKE S," in white letters ten inches high. The Park Service, Reclamation, Grant County, and the CCT met in December and decided to redesign the road to pull it away from the site. LARO maintenance crews carefully removed rockfall and built a retaining wall to keep rock from falling on the pictograph in the future. In addition, they installed a system to divert water away from the site. Both actions remain effective in late 2000, supplemented with periodic brush cutting by LARO crews. The Park Service brought the conservator back in September 1989 to remove the graffiti. There has been no further vandalism, and both LARO and the CCT continue to monitor the site.[77]

Burial Recovery, Late 1980s

At Lake Roosevelt, burials became one of the most contentious issues for all parties concerned. During the annual spring drawdowns of the lake, LARO rangers monitored known archaeological sites as time allowed, both to discourage looting and to watch for any human remains that might be exposed. If bones were found, unofficial protocols called for LARO to notify Reclamation, who then contracted with professional archaeologists to excavate the site and analyze the remains, followed by reburial. As early as the mid-1960s, it was apparent that the annual lake fluctuations had a detrimental effect on burials. In the mid-1980s, Reclamation took the lead in the recovery and disposition of burials by proposing funding for a reservoir survey each spring to look for burials and other significant archaeological resources.[78]

The CCT indicated a strong interest in participating in all phases of such a survey and insisted that any plan must have the approval of the tribes. They stressed that burials must be left undisturbed wherever possible, with no excavation done without the CCT's concurrence. After analysis was completed, any artifacts were to be turned over to the tribes for permanent curation. The CCT also requested funds to facilitate tribal participation. Donald Tracy, Grand Coulee Project Manager, responded that Reclamation would monitor areas exposed during the drawdown as usual, assisted by the Park Service outside the Indian Zones, and that all participants would follow steps taken in past years to excavate, analyze, and rebury any human remains found. He welcomed participation from interested tribal members, but he declined to pay for anything more than limited transportation costs for tribal participants. In addition, he stated that while Reclamation was required to consult with tribes and other federal agencies, it could not assign its legal responsibility for the cultural resources to another entity, as suggested by the CCT. "We believe that cooperation and mutual understanding can best be achieved by working within our existing authorities and frequently discussing the issues affecting all parties," he added.[79] Reclamation formally invited both the CCT and STI to participate in the annual spring surveys starting in 1988. The agency still contracted with professional archaeologists from Eastern Washington University, but it worked closely with the tribes in identifying the list of proposed sites and asked for help in identifying next of kin for specific areas. The surveys continued under these guidelines from 1988-1993. High water in 1994 and "jurisdictional confusions" the following year allowed only informal monitoring at a few known sites. Regular spring surveys resumed in 1996.[80]

Changes Under the 1990 Agreement

The three federal agencies (Reclamation, Park Service, and Bureau of Indian Affairs) and two tribes (CCT and STI) had hoped that the years of jurisdictional confusion at Lake Roosevelt would end with the signing of the Cooperative Management (Multi-Party) Agreement in April 1990. The agreement divided Lake Roosevelt and its shore lands into a Reclamation Zone administered by Reclamation, a Recreation Zone administered by the Park Service, and a Reservation Zone administered by the CCT and STI. One area addressed by the agreement was the "Protection and Retention of Historical, Cultural and Archaeological Resources." All five parties agreed to develop a Cultural Resources Management Plan (CRMP) to guide identification and protection of archaeological and historical sites associated with Indian occupation. In addition, the plan was to delineate a procedure for ensuring the return to the tribes of artifacts collected from Lake Roosevelt. The agreement instructed the federal agencies to notify and consult with the tribes before starting any archaeological project involving Indian resources and then went beyond the mere act of consultation to require the agencies to give the tribes a chance to participate in, or even undertake, these activities.[81]

Within a couple of months of signing the new agreement, cultural resource personnel representing all five parties held an informal meeting to discuss their new roles and ways to coordinate cultural resource management at Lake Roosevelt. According to meeting minutes, all agreed that the program should be cooperative and reservoir-wide to provide the best protection for the resources. They proposed setting up a cultural resource advisory board to draft the CRMP required by the agreement. As envisioned, the board would provide technical advice to the agencies and tribes as well as the overall Lake Roosevelt Coordinating Committee (LRCC), but it would not make policy. Both Reclamation and the Park Service asked the LRCC to establish an advisory board to include the five parties along with the Washington State Archaeologist. The LRCC endorsed the establishment of the Lake Roosevelt Cultural Resource Management Advisory Group by June 1991, and asked Lynne MacDonald, Reclamation Regional Archeologist, to serve as convenor. In addition to its general advisory role, the group was to make recommendations about the Programmatic Agreement with the BPA.[82]

Programmatic Agreement of 1991

The Programmatic Agreement (PA) of 1991 introduced a new player into the already complex jurisdictional situation at Lake Roosevelt, and over the next several years it altered relationships among the parties and ultimately changed cultural resource management. The newcomer was the BPA, a federal agency set up in 1937 to market power from federal dams on the Columbia River. Under the Intertie Development Unit environmental impact statement (EIS), BPA addressed only the impacts of its power operations on cultural and natural resources at five reservoirs, including Lake Roosevelt. A subsequent EIS, developed through the Systems Operation Review process, addressed impacts of all operations at fourteen reservoirs, including the initial five. The BPA's responsibility stemmed from its role in power generation at the dams and the associated lake level fluctuations used to meet peak power demand. The frequent raising and lowering of water levels in the reservoirs eroded shorelines and damaged archaeological sites, in addition to having a negative impact on a wide variety of natural resources, particularly fish.[83]

Under the Programmatic Agreement, BPA committed to work with federal agencies and tribes, in their respective jurisdictions, to intensively survey both historic properties and sites with traditional cultural value to Indians. All surveys had to follow accepted archaeological practices. Following the completion of intensive surveys, all parties were supposed to consult with BPA and the SHPO to draft an Action Plan to identify and address issues including research design, determinations of eligibility, methods of mitigating adverse effects on eligible properties, monitoring, and curation. Because the surveys are incomplete, the Action Plan has not been drafted to date. The agreement was signed by BPA in May 1991, with other parties following.[84]

Reclamation was a major player in this agreement, with surveys planned for two of its reservoirs. Reclamation's Regional Archeologist Lynne MacDonald contacted Pacific Northwest Regional Archeologist Jim Thomson, requesting his assistance in developing and coordinating the surveys for Lake Roosevelt. Since his arrival in Seattle in 1982, Thomson's direction helped bring significant growth to the archaeological program in the region. At LARO, Thomson had nurtured good working relationships with his counterparts at both the CCT and STI. At the time, both tribes supported MacDonald's request that Thomson manage the BPA survey.[85]

The signing of the PA was welcomed by Park Service personnel who, for the first time, would have sufficient funds to survey archaeological resources around Lake Roosevelt in accordance with a research design and methodology that met current professional standards. At Lake Roosevelt, BPA contributed 92 percent of the funding for all the work under the PA, with Reclamation covering the remainder. Working with the Lake Roosevelt Cultural Resource Advisory Committee, LARO staff, and other cultural resource professionals in the regional office, Thomson developed a multi-disciplinary scope of work for the survey. In meetings with the committee and BPA, all agreed that the survey would document not only archaeological sites but also the built environment, including structures and landscapes.[86]

The Park Service signed a five-year Interagency Agreement with BPA in October 1992 to administer the contract. The final budget provided $2.8 million over five years for intensive documentation of archaeological, ethnographic, and historical resources around Lake Roosevelt. At an on-site meeting shortly after the signing, representatives of the Park Service, Reclamation, and BPA worked to reach consensus on management issues that would ensure the success of the project. Representatives of both tribes were advised of the meeting but were unable to attend. Despite this, the Park Service emphasized that "Consultations with the tribes will be a key part of the on-going project."[87]

Because of the magnitude of the BPA-funded survey at Lake Roosevelt, two term archaeologist positions were created to support the Park Service's responsibilities for managing the contract. Wayne Prokopetz, from Reclamation's Salt Lake City office, joined Park Service staff in the regional office to work closely with Thomson in administering the contract and serving as a technical advisor to BPA and Reclamation for the entire reservoir survey effort. The second position was a field archaeologist, Paula Hartzell-Scott, who worked under the direction of Thomson and Prokopetz. She was stationed at LARO to support the field survey and coordinate with the tribes and Reclamation at the field level. Furthermore, she was available to assist the park's operations with project clearances and support for the park resource management program.[88]

In addition to the survey effort, the BPA funding was seen as an opportunity to help the tribes gain greater expertise in resource management practices to support their consultation efforts and work with various state and federal agencies. Another key goal of the agreement was to make the information developed by the survey readily available to managers, researchers, and the public. Incorporated into the agreement was funding to ensure that the results were mapped using GIS and reported in various formats.[89]

The influx of funds enabled an increase in archaeological survey work at Lake Roosevelt during the 1990s, but it also ushered in a period of increased tensions among the managing parties. Disagreements centered on several issues that at times intertwined to form a complex knot. These included concerns over project planning and control of BPA funds; jurisdiction over various parts of the recreation area; burial removal; professional qualifications; and ARPA permits. Exacerbating these agreement-related disputes were the tensions created by years of grievances over federal encroachment on tribal lands and the increasing strength of tribal assertion of their rights to control their heritage and the lake resources. Individuals on all sides, defending strongly held beliefs and positions, further escalated the tensions at different times over the next few years of the contract.

These tensions were evident by fall of 1994 when members of the Lake Roosevelt Cultural Resources Advisory Committee raised concerns about lack of communication between the committee and the Park Service, as well as a desire to be more involved with the planning and implementation of the cultural resource plan. The CCT reiterated these concerns when it objected to the Park Service plan for conducting a cultural resource inventory, contending that the tribe had not been involved in the planning stage as much as it should have been. They were willing to consider the plan as a draft so they could provide further input. In addition, they wanted to discuss which parties were doing the work and how the money was to be allocated. The CCT expected that a substantial portion of the funding would be spent on their lands, with the tribe as the likely contractor.[90]

The Park Service countered that members of the Lake Roosevelt Cultural Resources Advisory Committee had reviewed the draft proposals and scopes of work, and the CCT had indicated understanding and frequent concurrence with project activities through discussions with the advisory group. With the CCT's support, the Research Design contract was awarded to Eastern Washington University, which had worked closely with the CCT on the burial surveys and other projects for a number of years. In addition, the Park Service pointed out that the CCT representatives had taken an active role in setting research and survey priorities, requesting, for example, that the survey of the Lions Island site be given high priority for funding. The Park Service was the lead agency for the MOA surveys, but other parties could be and were involved in survey activities. One point of contention was the position of the Park Service and Reclamation that the designated land managers had responsibility for the surveys on their lands; this meant that other partners were not allowed to survey independently outside their areas of jurisdiction without the land manager's consent. Under the initial statement of work, the Park Service, at the tribes' request, let a sole-source contract to the CCT's preferred contractor for a survey of tribal lands, with another sole-source contract to the STI for its survey of tribal lands using its own STI crew. Another contractor surveyed LARO lands at Lake Roosevelt.[91]

At the same time as the actual survey work was begun on the ground at LARO, the Park Service was undergoing its own major internal reorganization. Under the new order, major responsibilities formerly carried out by regional staff were transferred to the parks. The administration of the BPA MOA was transferred from the regional office to the park, with regional staff continuing to serve in an advisory capacity. The transfer further exacerbated the tensions because the perception of the regional office as a more neutral party was replaced by one where the park staff was seen as being more partial to Park Service interests. On the ground, working relationships and conflicts began to seriously cloud the conduct of the BPA-funded surveys.[92]

The level of discord increased early in 1995 when the CCT, through its representative on the Lake Roosevelt Cultural Resource Advisory Committee, refused to acknowledge that the Park Service had a management role in the Recreation Zone. LARO staff believed that the committee was hampered by a lack of understanding of federal roles at Lake Roosevelt. The BPA PA required the parties to prepare a Cultural Resource Management Plan for Lake Roosevelt and also stipulated that the federal agencies conduct surveys, evaluate activities, and prepare action plans. The Park Service believed that these stipulations supported its role in coordinating the inventory of cultural resources and the preparation of the management plan. It was pointed out that Reclamation had specifically requested the Park Service Regional Archeologist to coordinate the Lake Roosevelt surveys and that all parties had agreed to that role. Following a meeting with tribal representatives, the CCT attorney suggested that Reclamation and the Park Service try to lay this jurisdictional dispute to rest by writing to the Colville Business Council. In a clearly stated letter, the agencies said that both the law and the Lake Roosevelt Cooperative Management Agreement directed the Park Service "to assume all administrative and management authorities and responsibilities over those Federal, non-Tribal lands behind the Grand Coulee Dam that were not required for Columbia Basin

Project purposes," identified in the agreement as the Recreation Zone. Responsibilities included, among others, enforcement of NAGPRA and ARPA. The letter directed the CCT and other LRCMA parties to work directly with the Park Service, the federal manager of the Recreation Zone, to implement both the Multi-Party Agreement and the PA.[93]

Similar jurisdictional concerns continued throughout the 1990s as the tribes raised questions, either directly or indirectly through BPA documents, concerning Park Service responsibilities as the federal land manager. Each time this happened, either Reclamation or the Park Service explained that the 1990 Multi-Party Agreement divided the shore lands of Lake Roosevelt into Reclamation, Recreation, and Reservation zones, with Reclamation, the Park Service, and both the STI and CCT designated land managers in their respective zones. Just as the Park Service could not unilaterally undertake actions in another zone without the permission of the land manager, neither could Reclamation nor the tribes take action in the Recreation Zone without Park Service permission. Furthermore, as the designated federal land managers, both Reclamation and the Park Service were responsible for implementation of all federal laws within their zones, including NAGPRA, ARPA, NHPA, and NEPA, and had responsibility for oversight for all actions connected with those laws. While the Park Service had responsibility for the protection of cultural resources, the operations of both Reclamation and BPA affected these resources, giving those agencies responsibility under federal law to mitigate adverse effects. "What this means," explained the Bureau's Regional Director, "is that Reclamation and BPA, as its power partner, need to coordinate their cultural property management activities with NPS when working in the Recreation Zone. This includes obtaining the required authorizations or permits."[94] While the Park Service and Reclamation were unified in this position, BPA continually undercut it by providing funding directly to the tribes to conduct surveys and testing within the Recreation Zone, with little if any consultation with the Park Service.[95]

On cultural resource issues, Park Service relations with both tribes continued to deteriorate in 1995. The tribes questioned the Park Service's management of BPA funds under the MOA and suggested that the agency spent money on projects that were neither planned nor agreed to by representatives of all managing parties. For instance, the CCT complained that the Park Service tested a site on Lions Island without prior consultation with the tribes, who were suspicious that the agency had ulterior motives in its selection of that particular site. The CCT archaeologist noted that the Park Service was looking into recreational development at Lions Island, causing him to question the criteria used to select projects to be funded with BPA money. Park Service Regional Archeologist Thomson responded to this charge by noting that the Lions Island survey was planned and given highest priority in direct response to the request of the CCT representative in the early planning stages of the MOA. In addition, the tribes complained to BPA that the archaeologist hired by LARO with BPA funding had not been consulting with or assisting the tribes as originally agreed. The Park Service defended its new archaeologist, Ray DePuydt, saying that as far as the park and regional office knew, he had responded to all requests related to the PA in a timely and professional manner. Neither tribe had needed his assistance since they contracted with others to survey their tribal lands, and furthermore, any work that DePuydt did on LARO lands was paid for with Park Service funding.[96]

Another issue that concerned the tribes was a perceived lack of effort on the part of both Reclamation and the Park Service to protect archaeological sites at Lake Roosevelt. During the early 1990s, LARO personnel clearly recognized the need to increase patrolling of shore lands to protect exposed sites during drawdowns. Budget cuts during this period limited their options, however. Superintendent Kuiper asked Reclamation for funding in 1990, noting that the Park Service had already dropped community projects, slashed maintenance programs, and eliminated lifeguards during the summer in an effort to stay within budget limits. "This leaves us in a very vulnerable position with the continued responsibility to protect these archeological resource[s] without the funds to do so," he stated. Unfortunately, Reclamation had no money for routine patrols but promised to try to help in case of emergency. In an appeal to the regional office the following year, LARO listed long-term protection of archaeological sites as its second most important funding priority.[97]

In June 1991, the regional office brought two specialists in archaeological site stabilization to assess damage from erosion at selected sites in the Pacific Northwest Region. At LARO they examined three sites at Kettle Falls and a fourth at China Bend. In each case, they suggested ways to mitigate erosion through vegetative plantings, supplemented in some places with geotextile fabric and wire. LARO did not act upon their recommendations. Federal agencies and tribes continued to discuss site stabilization at Lake Roosevelt during the 1990s, with particular concern for the burials at Kettle Falls. After monitoring the site for years, the CCT asked Reclamation to stabilize the site in 1996. The agency's technical team from Boise discussed various alternatives, but Reclamation personnel at Coulee Dam developed the final design. Work included removal of some burials; cutting back the slope; and bank stabilization with gabions and reno blankets.[98]

Bruce Didesch, Assistant U.S. Attorney and Tribal Liaison for the U.S. Attorney in Spokane, met with John Keys, Reclamation Regional Director, in July 1995, to discuss the issues surrounding cultural resources at Lake Roosevelt. Keys agreed that Reclamation was responsible for any impacts to sites from operations of the project, especially graves that washed out through wave action. The agency has routinely funded burial recovery at the reservoir. For instance, Reclamation provided a grant to the STI in June 1994 for test excavations at Coyote Spit, across the Spokane River from Mill Creek. The agency amended the grant during the year to ensure recovery of the burials at the site. BPA also listened to tribal concerns and assigned its Manager of Environmental Analysis in BPA's Environment, Fish and Wildlife Group to work with both the tribes and federal agencies "to identify the best way of reaching the cultural resources results we all desire."[99]

Compounding the Park Service's problems with the tribes during this period was a prolonged dispute between the agency and the STI over disposition of burials at Mill Creek. The problem began in April 1995 when a local resident found bones exposed at

Mill Creek and called to inform the STI. Staff from the tribe's cultural resource division then undertook recovery of the burial, which was on LARO lands, without getting clearance from the Park Service. While work was in progress, Robert Sherwood, STI Cultural Advisor, notified Karen Taylor-Goodrich, LARO Chief of Resources Management, that he had sent a crew there to conduct surface collection. Sherwood admitted that he had not gone through proper clearance procedures with either the STI or the Park Service. Taylor-Goodrich sent LARO Archaeologist Ray DePuydt to the site to monitor the work. He asked the tribal crew to inform the park before taking any action in similar situations in the future. Nearby residents promised the tribe that they would watch the site and report any future human remains, a move DePuydt believed was positive.[100]

LARO could not dismiss the incident lightly since the Park Service had federally mandated responsibilities under ARPA and NAGPRA, as well as policy directives on how to deal with burials. The agency would have been negligent under these laws if it did not exercise appropriate oversight on how the burials were handled. Therefore, Superintendent Gerry Tays wrote a brief letter to Warren Seyler, Chairman of the Spokane Business Council, acknowledging mutual concern for the protection of cultural resources but adding, "we cannot abide the Tribes unilateral actions on lands under the jurisdiction of the National Park Service." He asked that no further action be taken until they could negotiate a mutually agreeable course of action.[101]

The STI did not respond favorably and took its grievances to William Walters, Acting Regional Director. Tribal member James Sijohn explained that they had tried to contact archaeologists in the regional office and had tried to contact Tays but could reach only Taylor-Goodrich. They believed that this situation called for immediate action and suggested, "We cannot wait for an opening in the schedules of bureaucrats while the remains of our ancestors are inundated, washed downriver, or scavenged by beachcombers." He pointed out that the Park Service had known about this sensitive site since 1960 and did not appear to heed the tribe's concern about its protection. The tribe believed that the agency acknowledged neither its responsibility to protect the site nor the STI's right and authority to manage and protect its own cultural resources. (Contrary to Sijohn's assertion, the Park Service had tried in the past to get ARPA funds to increase patrols in the area.) The "curt" tone of Tays' letter had offended the tribe, and Sijohn asked for a retraction, apology, and formal acknowledgement that the STI had the right to collect human remains and associated objects found on the shore lands of the reservation, along with a letter of intent to cooperate in the future.[102] Walters responded with a letter of apology for any misunderstandings and said that the Park Service hoped to increase collaboration with the STI for site protection. He and Tays believed that the agency needed to work with the tribe to develop protocols under terms of NAGPRA to deal with similar situations in the future. Left unresolved, however, was the STI's refusal to acknowledge requirements that the Park Service work within the federal and state laws, as well as its responsibility to manage these lands under the Multi-Party Agreement.[103]

Earlier in 1995, the Park Service had accepted the STI proposal for the tribe to conduct a cultural resources survey, funded by the BPA PA, on Spokane tribal lands around Lake

Roosevelt during the spring drawdown that year. The tribe felt confident of the abilities of its cultural resource staff, supplemented by consulting elders who were to assist in the appropriate handling of sacred sites along with interpretation of other sites. The Park Service did not question professional qualifications of the crew since the surveys were on tribal lands. By early summer, the STI was pleased with its "incredibly successful field season" during which crews recorded seventy-two archaeological and historical sites and removed two burials endangered by fluctuating lake levels. The tribe reported that crews had gotten valuable experience in identifying and recording sites, and had gained knowledge of their history and culture as well through their work and interaction with elders.[104]

Following the success of the first field season, the STI wanted to expand its BPA-funded survey for 1996 onto Park Service lands traditionally used by the tribe. Superintendent Tays explained that the guidelines would have to change before that could occur. During the survey on tribal lands, the Park Service had tried to be flexible with the design and implementation of the project to allow the work to be done "according to what the Tribe determined to be appropriate for reservation lands." Unfortunately, Tays said, the Park Service could not be as flexible on lands it administered because it had to enforce federal laws requiring that such surveys be conducted by crews that met the professional qualifications mandated by Section 112 of the NHPA; these qualifications are established by 36CFR61 and the Secretary's Standards for Archaeology and Historic Preservation. His primary request was for a change in qualifications of the STI staff to ensure that they met the same professional standards required of a Park Service employee or contractor, as required by the stipulations of the PA as well as ARPA standards.[105] The STI refused to comply, saying that this requirement amounted to a double standard that, in effect, required contractors working on federal lands to meet a higher standard than those working on tribal lands. The Park Service Deputy Regional Director agreed that there was essentially a double standard, but he explained that while the Park Service has mandated standards for its lands, it could not override tribal sovereignty to impose these on STI lands. The tribe complained to National Park Service Director Roger Kennedy and also asked BPA to intervene by cutting off funding to the Park Service and contracting directly with the tribe.[106]

The rift between the Park Service and the tribes continued to widen during 1995. Superintendent Gerald Tays acknowledged complaints from the tribes and suggested that both the Multi-Party Agreement and the PA contained provisions for resolving such disputes. He offered to meet with members of the Lake Roosevelt Coordinating Committee "in an open and frank discussion" of tribal concerns to see if they could reach a mutually agreeable solution. "In my view, allowing this wound to fester will only make the healing that much more difficult and a satisfactory resolution less attainable," he wrote.[107] The issues were not resolved, however, and BPA responded to tribal concerns by freezing funding and all non-essential work for the PA in September 1995 and extending the funding suspension in December.[108]

After months of "highly controversial negotiations" among the federal agencies, tribes, Solicitor's Office, and U.S. Attorney's Office, the Interagency Agreement was significantly altered in late 1995 to allow the tribes to conduct cultural resource surveys on their areas of traditional use and occupancy, including lands managed by the Park Service. The contracts provided direct funding to the tribes and were administered through an MOA among the Park Service, Reclamation, and BPA. By the end of the year, Colville Business Council Chairman Matthew Dick, Jr., reported to BPA that he was pleased that the federal agencies had responded positively to tribal concerns. BPA formally notified the Park Service of contract termination for the original MOA in May 1996. BPA has continued to provide funding for cultural resource management to the tribes since then, with agreements renegotiated each year.[109]

With the termination of the Interagency Agreement, the Park Service was forced to defend its mandated responsibilities for cultural resources at Lake Roosevelt. The draft Statement of Work for the 1996 survey under the PA gave BPA a role that was considered inappropriate by Superintendent Tays as well as by cultural resource specialists Stephanie Toothman and Jim Thomson of the Seattle Support Office (formerly regional office). Tays reminded the agency that BPA was responsible only for mitigating the adverse effects on cultural resources from the agency's operations at Grand Coulee and Lake Roosevelt; protection and preservation of these resources within the Recreation Zone were the responsibility of the Park Service.[110]

Channeling BPA funds directly to the tribes raised other jurisdictional issues. The tribes claimed that since they had never given up rights to cultural sites or associated artifacts in their traditional areas of use and occupancy, they did not have to consult with federal land managers when working on federal lands. They also disagreed with the Park Service over its role in approving applications for ARPA permits. Naturally, the Park Service and Reclamation disagreed with this interpretation and insisted that ultimate responsibility lay with the federal land manager, as specified in Sections 110 and 112 of the NHPA. Tays insisted that the Park Service be given both review and approval status for the design and implementation of the surveys and any action plans. In addition, the Park Service required that the surveys be conducted by qualified professionals, as specified in Section 7.8 (a) of ARPA and Sections 10.3 (b) (1) and 10.4 (d) (1) (v) of NAGPRA. The 1991 Programmatic Agreement also specified that all cultural resource work had to be "performed in accordance with accepted archaeological practices as defined in 36 CFR Part 800, Section 110 Guidelines, and the Secretary of the Interior's Standards and Guidelines." The agreement further stipulated that all supervisory personnel had to "meet the professional qualifications detailed in the Secretary of the Interior's 'Standards and Guidelines for Archeology and Historic Preservation,' 48 Fed. Reg. 44716, 44738 (1983)." LARO asked to have all artifacts and data turned over to the agency upon completion of the survey; in return, the Park Service agreed to expedite the transfer of artifact ownership to the tribes. The Park Service also offered to support the tribes in their efforts by providing professional archaeologists to work with tribal crews, at no cost to the tribes. Tays also provided assurance that all site data would be kept confidential. The staff of the Seattle Support Office fully supported and advised Tays and his staff on the legal responsibilities involved.[111]

As the controversy escalated, LARO and Regional Park Service personnel realized the broad negative effect it was having on relations among the signatory parties to the 1990 Cooperative Management Agreement. Despite Tays' request, the tribes did not attempt to resolve the dispute through channels set up in the agreement and instead circumvented the established procedure by negotiating directly with BPA, which was not party to the agreement. BPA, in following its own agenda to maintain the support of the tribes for its own undertakings, continued to undercut the legal management responsibilities of Reclamation and the Park Service by not insisting that the tribes work with the other agencies. The tenuous balance of power agreed upon in 1990 was undermined with the addition of another federal agency that usurped roles of other agencies. "The potential for the five parties to act independently and challenge the premises of the Cooperative Management Agreement has increased dramatically as a result of the conflict over the cultural resources project," warned one LARO official.[112]

Both the STI and CCT moved toward greater independence with their cultural resource responsibilities in 1996 when their applications for Tribal Historic Preservation Offices were approved. Such offices were authorized by Title XL of Public Law 102-575 (October 30, 1992), one of the 1992 amendments to NHPA. Under this legislation, tribes were allowed to assume the duties of the SHPO on tribal lands if they established their own Tribal Historic Preservation Office (THPO), with a designated historic preservation officer and an approved plan for implementing a program of historic preservation.[113]

In an effort to find common ground on the difficult issue of burial recovery, the Park Service, Reclamation, and BPA agreed to develop a burial management plan by March 1996, in time for the spring drawdown. Reclamation Archeologist Lynne MacDonald took the lead in the project and soon realized that, with the short time allowed, it would not be possible to write a plan that would suit all parties. MacDonald instead worked out a plan for the 1996 season agreeable to the CCT, Park Service, BPA, and Reclamation. She also prepared a plan for the STI but withdrew it when she learned that the tribe had included burial recovery as part of its work plan, with BPA contracting for any necessary work. Under the STI plan, the tribe agreed to contact BPA immediately when any human remains were found, followed by notification to the Secretary of the Interior or local LARO officials within forty-eight hours. The STI claimed ownership of any remains that were definitely Native American, and it agreed to protect any non-native remains until federal officials could arrive. Any unexposed remains were to be left undisturbed until the tribe obtained an ARPA permit and proof of formal consultation.[114]

Despite the new policy, burial removal continued to be a contentious issue for the Park Service and the STI. In April 1996, LARO Archaeologist DePuydt monitored a tribal crew as it removed a burial at Mill Creek. He reported to his superior that the crew did not follow standard archaeological procedures and lacked appropriate reverence for their task, a claim disputed by the STI. Following this excavation, the STI requested an ARPA permit to test for additional burials there, claiming ownership of the remains under NAGPRA. Representatives from the tribe's cultural department agreed to have the work supervised by a qualified archaeologist and to follow scientific procedures suggested by DePuydt. They added, however, that they did not forfeit their right "to excavate any

Spokane human burials according to tribal custom." They said that they followed scientific procedures in removing burials, but they did this by choice rather than being forced to by federal requirements. The archaeologist would advise the tribe, but their elders would make any decisions during the burial recovery.[115] DePuydt had asked the STI's archaeologist for clarification on archaeological procedures, such as screening and taking soil samples, since the proposed ten-meter trench constituted mitigation. Subsequently, LARO withheld approval for the ARPA permit pending receipt of an acceptable research design that would briefly describe previous research conducted at the site as well as data to be collected and analyzed for the final report.[116]

The hurdle posed by the formal permit process frustrated the STI, especially since DePuydt had told the tribe earlier that, in this instance, they could bypass the formal ARPA application by submitting a brief plan for testing the location, something that he could review in half an hour. He recommended that any testing be done by trowel instead of shovel to protect the burials. Spokane Business Council Cultural Representative James Sijohn complained to Acting LARO Superintendent Richard L. Winters that the stringent Park Service requirements not only resurrected "a sense of bureaucratic hostility" that had dominated relations in the past but also revealed "an institutional barrier within your agency designed to frustrate cooperative relations between the National Park Service and Indian Tribes."[117] Winters apologized for continuing delays and expressed regret that they had not been able to rebuild a close cooperative working relationship that he believed both sides wanted and needed. He used the Park Service's mandated legal requirements as the land managing agency to justify the request for additional work plans. Because the Mill Creek site was eligible for the National Register of Historic Places, the Park Service had to mitigate adverse effects by ensuring that any excavations there met the Secretary of the Interior's Guidelines.[118]

To diffuse criticism from the tribes and meet a recognized need, the Park Service requested increased funding for its patrolling of shore lands during spring drawdowns. LARO Chief Ranger Gil Goodrich asked for $44,500 in ARPA funds to pay for four seasonal rangers from March to June 1997. LARO got part of its request and was able to fund rangers who coordinated work with tribal staff. An MOU with the CCT in 1997 allowed LARO to deputize tribal rangers who could enforce Park Service regulations within the park. The CCT initially hesitated about participating in planning for these patrols until LARO assured the tribe that rangers would have ARPA training so they would deal with sites in an "appropriately respectful manner." LARO believed that ARPA patrolling worked well during the 1997 season. Each tribe was given $5,000 for patrolling, to be used on both personnel and equipment. The Park Service in turn spent $15,424 for three seasonal rangers and $4,590 on equipment, which included remote surveillance to monitor activity at isolated sites.[119]

The turmoil over cultural resource management at Lake Roosevelt contributed to the transfer of LARO Superintendent Gerald Tays in the spring of 1996. As the tribes pushed for more involvement in archaeological surveys and excavations on Park Service lands, Tays and his staff consistently required that they comply with applicable federal law. "ARPA and NAGPRA were enacted to protect everybody, tribes most importantly," Tays recalled. In his opinion, "they were flagrantly violating the provisions of those laws." His strong stance angered the tribes, but Tays was willing to take the heat. He believed his choices were clear-cut, making his decisions "easy. . . . The results may be difficult, but the choices are pretty easy. The law is very specific in those cases about what's required." Tribal complaints, along with political pressure from governmental officials concerned over other issues at Lake Roosevelt, combined to convince the Park Service that Tays could no longer serve effectively as LARO superintendent.[120]

Tays' successor, Vaughn Baker, arrived in 1996 with a mandate from the Regional Director to achieve a reconciliation among the agencies and tribes at LARO. During his first weeks on the job, he met with a variety of individuals and groups around the lake and was concerned with what he heard. "I'm finding a perception on the part of many people that over the past few years the NPS wasn't . . . listening to the concerns of these other parties," he said. "It seems to me like lots of 'lines in the sand' have been drawn on a whole variety of issues."[121] In dealing with cultural resources, Baker hoped to direct the talks away from "authorities and jurisdictions" to focus instead on ways to achieve common goals through cooperative efforts.[122]

One issue that did not lend itself easily to compromise was the STI's insistence that all site locations be kept confidential, even from the federal land managers. Superintendent Baker pointed out that the Park Service and Reclamation needed locational information so they could provide protection for sites on their lands. Fred York, Regional Anthropologist, backed Baker and emphasized that federal land managers needed locational information to fulfill their obligations. On the other hand, he said that withholding site locations from the public was critical for site protection. He suggested that the agencies and tribes work together to identify what information could be withheld from the public. The issue remains largely unresolved.[123]

The Park Service, Reclamation, and BPA attempted to resolve some issues concerning ARPA permits with the signing of an MOA in 1998. It was designed to meet the requirements for ARPA permits for those conducting archaeological surveys on Park Service lands at Lake Roosevelt that season. The MOA constituted a blanket permit that coordinated interagency actions and outlined other actions that would meet ARPA requirements to ensure that the Park Service fulfilled its duties as the federal land manager. The agreement required annual work plans, approved by the Park Service, prior to the start of field work; it stipulated review by the Park Service of all draft reports; and it required all contractors to meet professional standards as outlined by the Secretary of the Interior's "Standards and Guidelines for Archaeology and Historic Preservation, 1983."[124]

Baker and his staff continued to formalize a plan to deal with burials, or inadvertent discoveries of human remains, based on provisions outlined in NAGPRA (Subpart B, Section 10.4); the park had followed these same procedures for many years. By early March 1997, Baker sent a memo to his staff outlining a procedure to be followed if bones were found. He emphasized the need to protect the remains while treating them with respect, the importance of immediate notification of all appropriate parties, and the need to keep locations confidential from the public. He clearly outlined procedures and listed all persons to contact. The Law Enforcement Coordinator would serve as LARO liaison with tribal law enforcement personnel, while the LARO Archaeologist would consult with the appropriate cultural resource specialists with the CCT and STI as well as with Reclamation. Baker sent copies of the memo to both tribes for their approval before circulating it among LARO staff. James Sijohn, STI Tribal Historic Preservation Officer, expressed his appreciation for this gesture and hoped that it represented a new era of consultation and cooperation. He reiterated the STI concerns that the tribe remain in control of all Spokane burials, making the determination if and how to remove any exposed bones. He conceded, however, that no work could be done on non-exposed remains without an appropriate ARPA permit. The CCT generally approved of the plan and felt reassured that site locations would be kept confidential. The tribes did request, however, that no action be taken at a burial on Park Service lands until the CCT could decide what needed to be done to comply with cultural and spiritual beliefs.[125]

In April 1997, the STI and the Park Service drafted a Memorandum of Understanding (MOU) concerning protocols for handling inadvertent discoveries of human remains in which they agreed to consult with each other to determine how to treat the burial. The tribe agreed to use standard professional archaeological practices if they chose to remove the bones and associated artifacts. To aid in determining cultural affiliation, any remains would be subjected to minimal non-destructive analysis. With tribal permission, Native American remains would be analyzed to determine age, sex, stature, pathologies, and additional significant traits. All Euroamerican remains would receive similar analysis. The following spring, LARO notified the STI of bones found at Moccasin Bay. The bones turned out to be from an elk, but tribal representatives expressed appreciation to the Park Service that the agency had followed the procedures called for in the MOU.[126]

Conclusion

In the more than fifty years since the establishment of the Lake Roosevelt National Recreation Area, cultural resource management has evolved from a minor concern for Park Service managers to one that, at times, has dominated relationships with the other managing partners. The greater importance of the issue mirrors not only the increased legislation that governs federal actions concerning cultural resources, but also shows the growing involvement of the Indian tribes in managing their own resources, including the physical remains of their cultural and spiritual heritage. The challenge for federal and tribal land managers now is to find the balance that ensures protection of the resources while satisfying agency and tribal managerial needs and mandated requirements.

Endnotes

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[9] Ackermann et al., *Man-Made Lakes*, 827-829; Claude E. Greider, LARO Supervisor, to NPS Regional Director, 22 July 1947, file H2415 Archaeological Research Contract, LARO.HQ.ADM; NPS press release, 1 Aug. 1947, file H2415 Archaeological Research Contract, LARO.HQ.ADM; Greider to NPS Director, 11 Aug. 1947: 2-3, file 16, box 136, RG 079-89-001, NARA-PSR.

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Chapter 10

An Uphill Struggle: Natural Resources Management

> **[Coulee Dam Recreational Area] is not a national park or a national monument since the preservation of superlative natural scenery, the conservation of outstanding plant and animal life, or the safeguarding of nationally important historic or scientific objects are not factors. Therefore policies of development and use which govern National Park Service areas do not necessarily apply on this area.**
>
> **-- Claude E. Greider, LARO Superintendent, 1946[1]**

When Lake Roosevelt National Recreation Area (LARO) was created in 1946, National Park Service management focused on its recreational and industrial resources. The natural resources of primary interest were the visual, aesthetic aspects of the scenery and the fishery, which at that time was very poor. The 1965 Master Plan for LARO stated summarily that "There are no ecological or wildlife problems and hunting is permitted according to state regulations."[2] At that time, natural resources management Servicewide involved direct manipulation of natural elements, including nurturing favored species and reducing problem species such as predators. Research, when it was funded, was generally seen as a tool for solving immediate management problems. Resource problems were often ignored until they reached a crisis point, and they were hardly ever viewed in an ecosystem context.[3]

Over the following decades, the trend within the Park Service has been to progressively minimize management interference and to allow natural ecosystem processes to operate freely. The Leopold Report of 1962 recommended that management of natural resources be based on scientific research and that the Park Service should maintain or recreate the biotic associations within each park to the conditions that existed when Euroamericans first visited the area. These recommendations greatly affected subsequent Park Service natural resources management policy and operations. Scientific research began to get more funding, mostly because of increased environmental awareness. The passage of the National Environmental Policy Act in 1969 led to policy revisions.[4]

The creation of Lake Roosevelt had many effects on the natural resources of the area. Home ground, grazing land, and migratory resting areas were eliminated for some 350 species of wildlife, and fluctuating lake levels prevented vegetation from establishing along the shoreline. Resource consumption, such as grazing and hunting, has been allowed within the national recreation area (NRA) boundaries.[5]

Even so, the first interbureau agreement draft of 1941 and the Tri-Party Agreement of 1946 gave the Park Service the responsibility of conserving and protecting the scenic, scientific, and aesthetic values of the area, along with the "flowers, shrubs and trees, historic or archeological remains." LARO staff were further charged with preventing water and air pollution and protecting health, plants, fish, and wildlife. The Park Service had to coordinate its efforts with a variety of agencies, including the Washington Pollution Control Commission, Washington Department of Health, U.S. Public Health Service, U.S. Fish and Wildlife Service, Office of Indian Affairs (OIA), and Washington Department of Fish and Wildlife. LARO also consulted with other agencies as necessary, such as the U.S. Forest Service. LARO's status as a national park unit, subject to the purposes and mission of the Park Service, became official in 1970, when Congress defined national recreation areas as part of the National Park System.[6]

Park Service science and natural resources management received a boost from a 1979 National Parks and Conservation Association report that emphasized external threats. The 1980 *State of the Parks* report called for a comprehensive inventory of natural resources, monitoring programs, park plans for managing natural resources, and increased staffing and training in science and natural resources management. Resource Management Plans (RMPs) have been required since the 1960s. These plans define a strategy and program for stewardship of a park's natural and cultural resources, and they are used as budget documents with prioritized projects. LARO developed a Natural Resources Management Plan, probably its first, in 1973, with help from other federal and state agencies. RMPs were again prepared in 1982, 1988, and 1997.[8]

> **The issue of the role and function of the National Park Service, particularly as it relates to the management of fish and wildlife resources, continues to surface, much to my concern. It has been my observation in the one year I have been the Superintendent of Coulee Dam National Recreation Area that we have not done a good job of informing interested publics about who we are and what our mission is.**
>
> **– Gerry Tays, LARO Superintendent, 1994[7]**

During the 1970s, natural resources management at LARO was performed by rangers as a collateral duty and did not receive much emphasis. Likewise, funding for natural resources management in the 1980s covered personnel costs for rangers and little else. Funding for necessary projects was obtained by dropping maintenance projects, using reprogrammed salary lapses, or drawing from the park base. Most of the responsibility for monitoring natural resources continued to rest with the U.S. Bureau of Reclamation (Reclamation), with the exception of visitor health and safety, early warning programs, and Park Service compliance with the National Environmental Policy Act for its own projects. Gordon Boyd, LARO's Chief Ranger, commented in 1986, "I strongly support the Service's efforts to increase our [natural] resource management capabilities. It can only pay long range dividends."[9]

LARO's staffing has reflected the increasing emphasis on natural resources management. Until 1990, the Visitor and Resource Protection Division took care of all natural resources management programs at LARO as a collateral duty of rangers and interpreters. Newly arrived Chief Ranger Darrell Cook realized that the park needed a more professional resource management program with staff with subject-matter expertise, and he knew funding was available for established programs. He created a natural resource specialist position by converting a vacant park ranger position, and Karen Taylor-Goodrich filled this position in 1990 as a Park Service natural resources management trainee. In 1992, she became the manager of LARO's natural and cultural resource programs, and two years later a separate Resources Management Division was established to handle these resource programs. Funding and staff shortages, however, have continued to limit the program. According to a 1994 report, the park had less than one-third the staffing it needed for the natural resource program. Servicewide, the initiative to increase resource management programs occurred simultaneously with the push for government downsizing, and this hurt the resource management thrust. The program currently depends on partial funding from outside entities to support special resource management projects. Recently, the scope of the Chief of Resource Management position was broadened to include planning functions. The park still has a Natural Resource Specialist.[10]

The Park Service's 1991 symposium in Vail, Colorado, recommended that the primary responsibility of the Park Service should be protecting park resources from internal and external threats. In line with this recommendation, LARO's objectives for natural resources management as defined in the 1997 RMP include preserving, protecting, and managing natural resources through planning, inventorying, monitoring, and implementation of plans; maintaining or restoring a semblance of indigenous flora and fauna and natural communities in natural or undeveloped zones of the NRA; mitigating or preventing resource-damaging activities inside or outside the NRA; incorporating resource protection in all development planning documents such as environmental assessments; working with other resource managers in the area; developing a Geographic Information System; and balancing visitor use with resource protection.[11]

LARO's current Natural Resources Specialist, Scott Hebner, exchanges information with his counterparts in the neighboring tribes. He acknowledges that the tribes have developed a more sophisticated approach to natural resources management than the recreation area has because they are responsible for much larger geographic areas and have more funding and staffing. They have more of a multiple-use philosophy than the Park Service in some ways, but they also state that they try to consider the impacts of their actions on seven generations into the future.[12]

To aid in scientific research, the Park Service established a number of special university-based research offices in the 1970s. These are known as Cooperative Park Studies Units. In 1992, LARO resource management staff worked with the unit at the University of Washington to complete resource databases on flora, fauna, soils, air, water, and geographic information and planned to develop long-term monitoring projects to protect the park's resources. In the late 1990s, park staff identified a number of inventories that were needed to help manage LARO's natural resources, including data on vegetation, soils, geology, and paleontological resources. Much baseline research and surveys are still needed. Special Congressional funding for level one biological inventories of vertebrates and vascular plants may become available soon as part of the Servicewide

Natural Resources Initiative. This is an effort to bring all park units up to a certain standard for inventorying and monitoring natural resources.[13]

Fishery Management

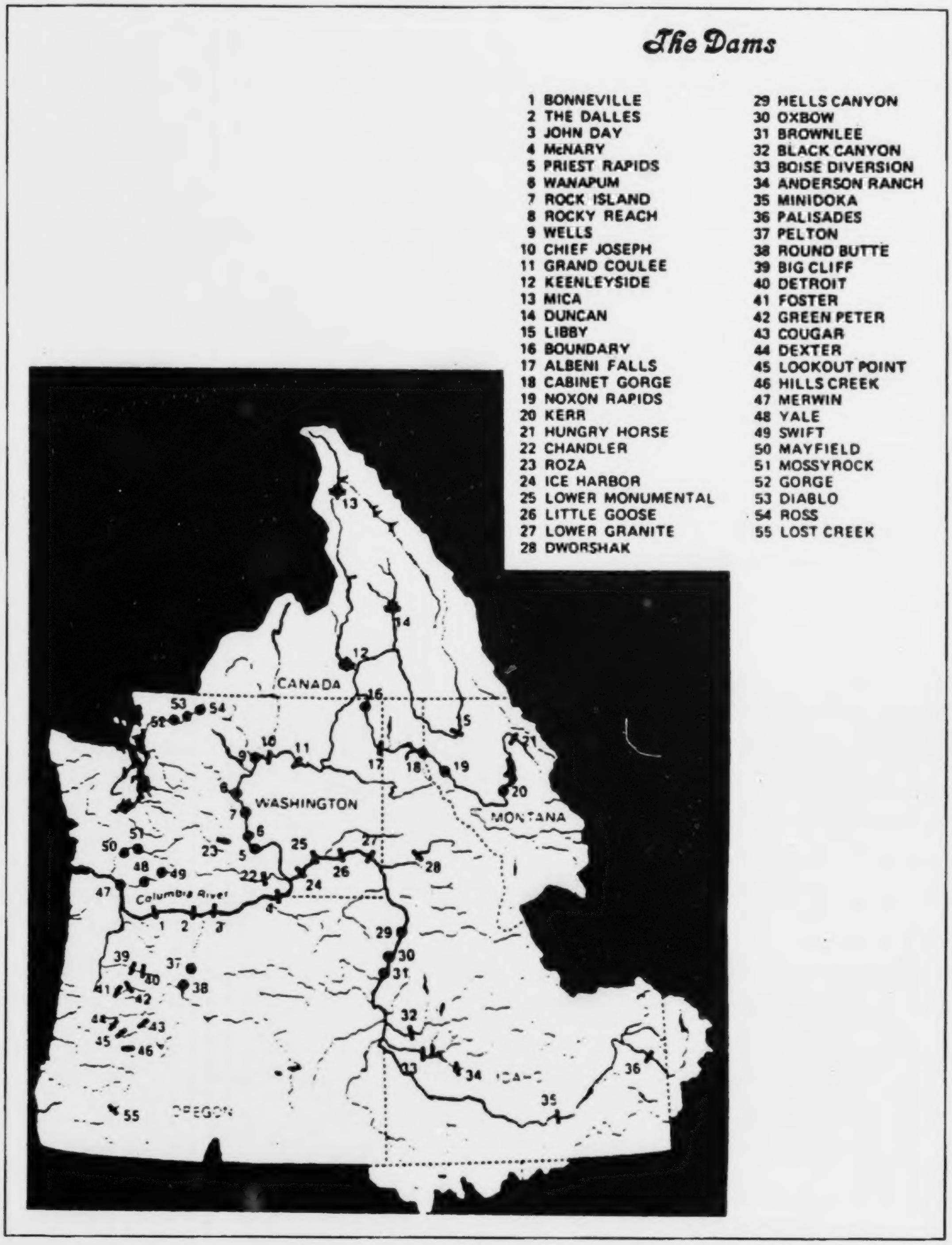
The status of the Lake Roosevelt fishery has always been an important aspect of Park Service management of LARO. When the fish population changes, and sport fishing improves or declines, LARO personnel have adapted their management of the area accordingly. The Park Service and the U.S. Fish and Wildlife Service agreed in the 1940s that the state Department of Fish and Wildlife would be responsible for managing the fishery of Lake Roosevelt, but the history of the fishery and of attempts to "improve" it are significant aspects of Park Service management of the area. Although current standard Park Service policies regarding fisheries management encourage the preservation or restoration of natural aquatic habitats and the natural abundance and distribution of native aquatic species, there is latitude in how this is applied, particularly in Park Service units based on artificial reservoirs like Lake Roosevelt.[14]

Two main issues involving the Lake Roosevelt fishery have affected federal and state management of the lake since the 1930s. The first is the loss of salmon in the Upper Columbia River due to the construction of Grand Coulee Dam and mitigation for this loss. The second is efforts to enhance the sport fishery in the lake. Concern over both these issues has led to a rather confusing array of studies and recommended actions over the years.

Loss of Salmon in Upper Columbia River

Four species of Pacific salmon – chinook, coho, sockeye, and chum - plus steelhead trout, are found in the Columbia River. These anadromous fish are born in freshwater, spend three to five years there as fry and juveniles, and then travel to the Pacific Ocean as smolts. There, they feed continuously until they make their way back upstream to mate and die where they were born. The salmon that once spawned above today's Grand Coulee Dam were of very high quality and were highly valued both by American Indians of the region and by commercial fishermen on the lower river. Intensive exploitation of the several species of salmon and of steelhead trout began with the establishment of the salmon canning industry in 1866. Besides salmon and steelhead trout, early fishermen also reported resident rainbow trout, cutthroat trout, and whitefish in the upper Columbia River.[15]

Because it had no fish ladders, Grand Coulee Dam completely blocked fish migration upstream of the dam after 1938. As a result, some twenty-seven thousand salmon and steelhead trout that had been part of the downstream commercial fishery could no longer spawn above the dam. Chief Joseph Dam, completed in 1955, also has no fish ladders. It is located fifty-two miles downstream of Grand Coulee Dam, and it now marks the upper limit of anadromous fish on the Columbia River.[16]


The Dams
1 BONNEVILLE
2 THE DALLES
3 JOHN DAY
4 McNARY
5 PRIEST RAPIDS
6 WANAPUM
7 ROCK ISLAND
8 ROCKY REACH
9 WELLS
10 CHIEF JOSEPH
11 GRAND COULEE
12 KEENLEYSIDE
13 MICA
14 DUNCAN
15 LIBBY
16 BOUNDARY
17 ALBENI FALLS
18 CABINET GORGE
19 NOXON RAPIDS
20 KERR
21 HUNGRY HORSE
22 CHANDLER
23 ROZA
24 ICE HARBOR
25 LOWER MONUMENTAL
26 LITTLE GOOSE
27 LOWER GRANITE
28 DWORSHAK
29 HELLS CANYON
30 OXBOW
31 BROWNLEE
32 BLACK CANYON
33 BOISE DIVERSION
34 ANDERSON RANCH
35 MINIDOKA
36 PALISADES
37 PELTON
38 ROUND BUTTE
39 BIG CLIFF
40 DETROIT
41 FOSTER
42 GREEN PETER
43 COUGAR
44 DEXTER
45 LOOKOUT POINT
46 HILLS CREEK
47 MERWIN
48 YALE
49 SWIFT
50 MAYFIELD
51 MOSSYROCK
52 GORGE
53 DIABLO
54 ROSS
55 LOST CREEK
CANADA
WASHINGTON
MONTANA
IDAHO
OREGON
Columbia River

Major dams on the Columbia River and its tributaries. (Dick, "When Dans [sic] Weren't Damned," 116-117. Reproduced by permission of ***Environmental Review*** *and the American Society for Environmental History.)*

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> **The architects of the new [Columbia] river have been nearly constant in their protestations of concern for salmon, but they have quite consciously made a choice against the conditions that produce salmon. They have wanted the river and its watershed to say electricity, lumber, cattle, and fruit and together these have translated into carp, shad, and squawfish instead of salmon. If ever a death could be unintended and overdetermined, it is the death of the wild runs of the Columbia River salmon.**
>
> **-- Richard White, *Organic Machine*, 1995**[18]

Reclamation officials were well aware in the early 1930s that the construction of Grand Coulee Dam would forever block anadromous fish runs to the 1,140 linear miles of upstream spawning grounds. Engineers felt that a 350-foot-high fish ladder for the dam was not economically feasible, and there was no known way for the returning downstream fingerlings to swim safely over such a high spillway. Federal and state biologists turned to hatcheries to enable continued salmon production on the Columbia River. The Washington Department of Fish and Wildlife proposed an elaborate plan in 1938 that was implemented by the U.S. Bureau of Fisheries and funded by Reclamation. Salmon heading upstream for spawning grounds above Grand Coulee Dam were caught in traps at Rock Island Dam and hauled alive in tank trucks to holding ponds at three hatcheries. There, they were artificially spawned, and the resulting fingerlings were released at the proper time in four tributaries between Grand Coulee Dam and Rock Island Dam. After five years of transporting salmon, the fish had been retrained in what Reclamation engineer Frank Banks called "Uncle Sam's Fish College" to their new spawning grounds below the dam. They subsequently returned on their own to spawn there.[17]

Problems with the relocation of the fish runs surfaced in the 1940s, including high mortality of adult salmon in the hatcheries and natural holding areas. More recently, it has been recognized that hatchery fish damage wild fish productivity through competition for limited food and habitat, transmission of disease, and loss of genetic integrity through interbreeding. They also perform poorly in the wild. Hatcheries, it is now widely believed, are a poor substitute for natural river conditions. In the 1950s and 1960s, however, hatcheries were still seen as an excellent tool for enhancing sport fisheries. Some of the problems at the hatcheries improved in the 1960s as scientists began to understand the nutritional needs of young fish better. Production of resident trout was undertaken at the three federal hatcheries mentioned above, and beginning in 1965, thousands of pounds of resident trout were stocked annually on the Colville Reservation as partial mitigation for the tribes' fish losses (these hatcheries switched back to salmon production in 1974).[19]

Efforts to Enhance the Lake Roosevelt Fishery, 1940s-1980s

During the 1940s, fishing at Lake Roosevelt was extremely poor. The Washington Department of Fish and Wildlife tried to establish kokanee salmon (landlocked sockeye

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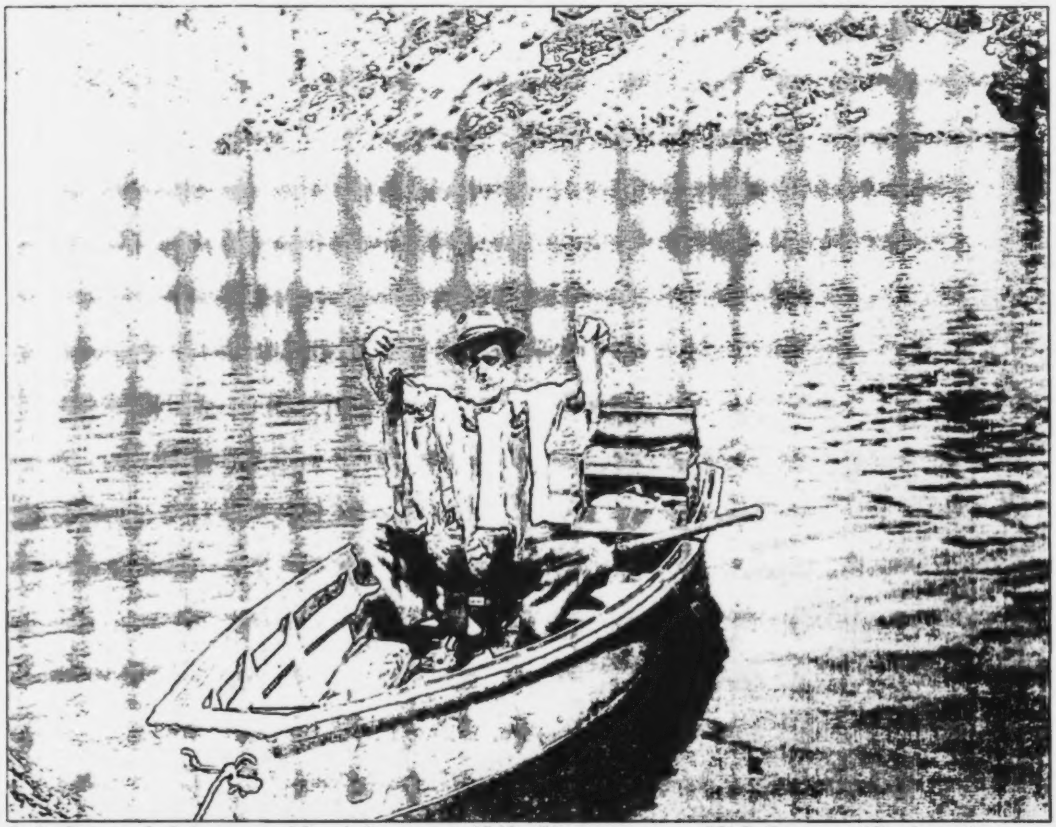

Lake Roosevelt fisherman with rainbow trout, 1943. Photo courtesy of U.S. Bureau of Reclamation, Grand Coulee (USBR Archives 965, 7-30-43).

salmon) by stocking the lake between 1942 and 1945 with almost 7.5 million kokanee and rainbow fry. This effort was a failure, although some kokanee did migrate into the lake in the late 1940s from tributary streams and from Arrow Lakes in British Columbia. Many of these were injured or killed as they went over the dam. As at other new reservoirs, the fish populations grew quickly after the reservoir was filled but then slowed down after a couple of years when nutrients were exhausted. A new reservoir generally has far fewer fish species than its predecessor river did. The most abundant species in the newly formed Lake Roosevelt were those considered "scrap fish": squawfish, carp, and suckers.[20]

LARO personnel firmly believed that the state of the sport fishery would influence much of the future recreational development of the area. In May 1947, at the request of Superintendent Claude Greider, representatives of the U.S. Fish and Wildlife Service, OIA, and Washington Department of Fish and Wildlife met at Coulee Dam to initiate a game-fish management program at Lake Roosevelt. In 1947 and 1948, the state seined 150 tons of carp from the Kettle River area in an effort to control that fish species. The U.S. Fish and Wildlife Service agreed to undertake a preliminary limnological study of Lake Roosevelt to examine existing fish populations, water conditions, and fish food supplies. LARO provided water transportation and office space to the cooperating agencies and distributed questionnaires on game fish catches to key fishermen in the area.[21]

The 1948 U.S. Fish and Wildlife Service study found that Lake Roosevelt had high turbidity and practically no thermal gradient, meaning that its water temperatures were fairly uniform. The authors recommended further study and a limited stocking program of a fish that would remain in the lake through the summers. Further investigations were not funded, however. Experts believed that a significant fishery would not develop because the annual drawdowns hindered access to tributaries and because the cold, deep lake was not conducive to the growth of plants and plankton necessary to establish a food chain for sport fish. The few fishermen on the lake reported catching shiners, whitefish, squawfish, carp, and suckers. Occasional catches of rainbow trout, brook trout, kokanee salmon, kamloops trout, cutthroat trout, char (dolly varden trout), and largemouth and smallmouth black bass were also reported.[22]

In 1952 and 1953, the Public Health Service conducted the next study of Lake Roosevelt's fishery. The biologist identified several factors hindering the sport fishery: low fertility, summer water temperatures above or below optimal for various species, drawdowns that hurt plant production and fish production and reproduction, and large flows during spring floods. The report recommended planting fingerling kamloops trout and possibly kokanee salmon in the lake.[23]

Perhaps as a result of this study, in 1956 a new organization known as Washington Kamloops, Inc., began stocking Lake Roosevelt with kamloops (rainbow trout) raised in hatcheries. The Kettle Falls-based group worked with the state to plant kamloops. The success of the various plantings, however, was very poor, and they ended in 1961.[25]

In August of 1961, the Hunters Chamber of Commerce organized a one-day fishing derby. Only one sport fish was caught that day, a small perch. It took the prize for game fish.

-- James A. Todd, LARO Acting District Ranger, 1961![24]

LARO's 1964 Master Plan noted that all resident species of fish in Lake Roosevelt had been introduced except for cutthroat trout and sturgeon. LARO staff and local fishermen continued to debate the question of whether or not Lake Roosevelt could ever be a good sport fishing lake. Until a fishery research program was undertaken, one LARO employee commented, "fishing on the lake will remain, as it is today, nothing more than something to talk and argue about."[26]

Many local business people felt they were losing tourists who might visit the area if the fishing were better. The U.S. Bureau of Fisheries planted a test run of sockeye salmon in the San Poil River. LARO personnel recommended removing "scrap fish" from Lake Roosevelt. Commercial gillnetting of carp for fertilizer in the north end of the lake was quite successful for a few years.[27]

Carl Anderson of Daisy, Washington, ice fishing on Lake Roosevelt for whitefish and trout, February 1952. Photo courtesy of U. S. Bureau of Reclamation, Grand Coulee (USBR Archives 1340).

The Washington Department of Fish and Wildlife conducted a study of Lake Roosevelt fish populations and food sources in 1962 and 1963. The biologists concluded that cyprinids such as carp and squawfish dominated the Lake Roosevelt fishery because they used more plant material and organic debris than the salmonid species; the impoundment of the reservoir had increased suitable habitat for these scrap fish and reduced competitive species. The authors found that zooplankton abundance was only 2-5 percent that of natural lakes. They concluded that it was unlikely that any of the game fish then in the lake would develop suitable populations for a sport fishery. This study was soon contradicted by a 1966 Bureau of Commercial Fisheries study that found that there were, in fact, abundant food resources, ample spawning areas, and sufficient habitat to support an excellent game fish population and perhaps a commercial fishery in the reservoir. Turbidity was the most limiting factor, but this was expected to improve as Canadian dams and reservoirs were built upstream. LARO agreed to help with further research recommended in this report.[28]

Sport fishing on Lake Roosevelt began to improve noticeably in the early 1960s because of an increased walleye population. The original source of Lake Roosevelt's walleye is not known for sure; one plausible theory is that a Minnesota man planted them in the late

1940s. They tend to do well in the lake because they spawn at times of stable or even rising water levels. The general air of pessimism about Lake Roosevelt's fishing potential began to shift in the mid-1960s as walleye began to attract fishermen. This led to a dramatic increase in boating and fishing, particularly on the Spokane Arm. Local newspapers published articles on this fishery, and in 1969 a LARO park ranger prepared a brochure on walleye fishing. It took native Washington fishermen a while to get used to walleye, but by 1974 locals were heading for the lake after work in search of walleye. LARO personnel were concerned about the lack of a limit on walleye catches until the state imposed a limit of fifteen fish in 1974.[29]

As the fishery improved in the 1960s, the state and the tribes became more interested in the lake's potential as a sport fishery. In 1972 and 1975, the Washington Department of Fish and Wildlife planted some 1.8 million chinook salmon in Lake Roosevelt, but the success of these and later plantings was negligible. These plantings were reportedly done at the request of the Colville Confederated Tribes (CCT), and the Park Service was not contacted. The Spokane Tribe of Indians (STI) requested and received a plant of about 300,000 walleye in the Spokane Arm above the Little Falls dam in 1976. And yet, non-game fish such as squawfish, carp, sucker, shiner, and chub continued to be well adapted to conditions in Lake Roosevelt that included drawdowns, low food availability, and siltation resulting from landslides.[30]

LARO personnel recorded increased boating activity on the lake in the 1970s in response to the improved fishing. A total of some seventy-five thousand people fished on Lake Roosevelt in 1977, more than half from boats and most in the Fort Spokane district. Over 80 percent fished for walleye. LARO built temporary fish-cleaning stations in several campgrounds to handle the increased use.[31]

By the early 1980s, walleye comprised over 90 percent of the catch on Lake Roosevelt, with rainbow trout and yellow perch about 3 percent each. The Park Service took advantage of the regional walleye enthusiasm by offering walleye fishing clinics and a small guidebook to the fishery. Local tribal members began to rely on walleye for subsistence. The walleye population in Lake Roosevelt, and thus the harvest, began to decline in the early 1980s because of overharvesting, a declining prey base of yellow perch, and other factors. Stricter harvest regulations enacted in 1985, combined with the closing of the Spokane Arm during the spawning season, stabilized the decline. A length limit for walleye was imposed in 1990 to protect spawners, encourage harvesting smaller fish, and allow anglers to keep trophy walleyes. By 1989, according to a study sponsored by the Bonneville Power Administration, the Lake Roosevelt fishery was producing an estimated $5.2 million for the regional economy.[32]

The fishery in Crescent Bay Lake was not established until the late 1980s. Untreated sewage and then treated sewage had flowed into Crescent Bay Lake from Grand Coulee and later Electric City since its formation in 1942. Reclamation retained responsibility for the water quality of Crescent Bay Lake. In 1979, it received permission from the Environmental Protection Agency to flush the lake by draining and refilling it, and the agency began a multi-year project of bringing in water from the Banks Lake Feeder

Canal to shorten the seasonal algae bloom and reduce the odor problem. The town of Grand Coulee was scheduled to begin construction of a wastewater treatment plant in 1979, but funding for this necessary piece of the development puzzle was deferred by the Washington Department of Ecology. By this time, eutrophication had resulted in several inches of sludge on the bottom of the lake, and it was unusable for fishing, swimming, or boating. In 1982, LARO staff met with local city, state, and Reclamation officials about the problem. As LARO Superintendent Gary Kuiper commented, "We must all agree that today's conditions at Crescent Bay Lake are intolerable. A lake, beautiful to the eye, now fully merits the only name by which scores of people recognize it...Poop Lagoon." The Environmental Protection Agency awarded a grant to the City of Grand Coulee for a new sewage treatment plant; it was completed in 1987, finally ending discharges of waste into Crescent Bay Lake. Reclamation subsequently improved the water quality of the lake, and efforts began again to improve the fishery. Rainbow trout were planted in the lake in 1987, 1988, and 1998, and a small local recreational fishery developed.[33]

Mitigation for the Loss of the Salmon Fishery

The most important development for the Lake Roosevelt fishery in the 1970s was initiated by the CCT and the STI as a result of the 1974 Solicitor's Opinion and the Senate Appropriations Committee directing the Secretaries of the Army and of the Interior to discuss with the tribes their interest in production of power from Grand Coulee Dam. In 1976, the CCT and STI stated that the destruction of the anadromous fishery and other sport fishing as a result of the construction of Grand Coulee and Chief Joseph dams should be compensated by power revenues or by new hatchery facilities. The tribes noted that the federal government built a number of fish hatcheries to aid the anadromous fisheries but had taken only token steps to replace the inland (upper Columbia River) fisheries destroyed by dams on the Columbia. In other words, the mitigation occurred downriver for losses that occurred behind the dam. A Spokane/Colville Task Force recommended in 1980 that a fish hatchery be built on the Colville Reservation and turned over to the tribes to manage, but Congress did not fund this.[34]

In March 1976, the CCT and the STI recommended to Congress the initiation of a four-year comprehensive study of the fish and wildlife resources of Lake Roosevelt. They proposed compiling all existing information, conducting comprehensive fishery evaluations, and determining the best management programs based on the findings. In September, a committee of representatives of a number of agencies, including the Park Service, was formed to determine the merit and scope of such a study. In the end, Reclamation funded a study conducted by the U.S. Fish and Wildlife Service during the years 1980-1983. An Interagency Technical Committee that included the Park Service was formed to make recommendations on managing the fishery. LARO staff felt that the resulting fishery management plan would provide a basis for planning recreational developments in the NRA.[35]

The U.S. Fish and Wildlife Service study found that the fishery could be improved by keeping water levels in April and May as high as possible to maximize water retention time (the time it takes a particle of water to travel from the upstream to the downstream end of the lake) and minimize bottom sediment exposure. In addition, keeping maximum water level elevation three to four meters below full pool every other year would allow terrestrial vegetation to establish in the freeboard zone. The authors recommended waiting to establish kokanee salmon or rainbow trout populations until completion of an evaluation of the effects of reduced creel and minimum size limits on walleye and new water management practices. They cautioned that the new water budget (enacted in 1984) that required hydropower operators to provide increased flows from April 15 to June 15 to improve downstream passage of juvenile salmonids could result in fewer nutrients available in Lake Roosevelt and lower reproductive success of yellow perch, the main forage for walleye.[36]

The study also determined that kokanee were the best suited for coexisting with walleye. The recommendation to provide a dual kokanee/walleye fishery was repeated in several subsequent studies. For example, the authors of a 1986 study recommended improving the fishery by introducing kokanee in the Kettle River, improving habitat and spawning channels, building a hatchery, or rearing in net pens. They emphasized that artificial reproduction should be started soon, rather than waiting to see the effects of new harvest regulations on walleye and new water management practices. Establishing a kokanee fishery in the lake had the additional potential advantage of increasing bald eagle and osprey use of the reservoir.[37]

The Northwest Power Act of 1980 created the Northwest Power Planning Council (NPPC), which was charged with developing a program to protect, mitigate, and enhance Columbia Basin fish and wildlife. This provided a funding mechanism for the desired hatcheries. In consideration of comments from the Park Service and others, the NPPC amended its mitigation goals to allow improvements to the resident fishery of areas such as Lake Roosevelt, where reestablishment of anadromous fish would be impractical as mitigation for the loss of this fishery caused by the construction of Grand Coulee Dam.[38]

The Lake Roosevelt fishery enhancement amendment proposal contained measures to develop a kokanee fishery through hatchery supplementation, improve existing rainbow trout spawning and rearing habitat, and establish a fishery monitoring program. The Park Service, Washington Department of Fish and Wildlife, and Upper Columbia United Tribes (four tribes) sponsored the proposal. It was designed to increase harvest opportunities and develop resident fisheries adapted to the altered ecosystems above Grand Coulee Dam. After public review, the NPPC accepted the amendment proposal in 1987. The Bonneville Power Administration (BPA) provided funding for two kokanee salmon hatcheries, one at Galbraith Springs managed by the STI and one at Sherman Creek managed by the Washington Department of Fish and Wildlife.[39]

The changes in the annual drawdown regime since 1968 had dramatically reduced the kokanee population by exposing their spawning areas. The water retention time was also reduced, leading to increased losses due to the drawing of young fish through the dam. In 1988 and 1989, kokanee composed only about 1 percent of the gillnet catch. Yellow perch also declined because of increased reservoir fluctuations. Since both kokanee and yellow perch are a food source for walleye, their decline limited the walleye fishery.[40]

The regular stocking of Lake Roosevelt based on the fishery enhancement amendment began in 1988, before the two hatcheries were completed in the early 1990s. These hatcheries stock both Lake Roosevelt and Banks Lake with kokanee and provide rainbow trout for the Lake Roosevelt net-pen program. They were expected to release up to six million kokanee into the lake each year when operating at full capacity. Harvest rates of kokanee and rainbow trout soared from about 3,000 fish per year in 1980-1982 to over 130,000 fish in 1992.[42]

The BPA funded a monitoring program as part of the resident fisheries enhancement project that evaluates hatchery effectiveness. The monitoring includes year-round creel surveys; assessment of kokanee, rainbow, and walleye feeding habits; and a mark-and-recapture study of release locations of hatchery-raised fish. The monitoring program is conducted by several tribes, Eastern Washington University, and the Washington Department of Fish and Wildlife.[43]

The hatchery program is generally considered successful, but many may agree with Mike Someday, head of the CCT fish and wildlife committee. He commented that although the tribes appreciate the new hatchery, "If we had our druthers, there would be no dams. We'd rather have salmon than resident trout."[44]

> **Each time a crisis in salmon abundance has occurred in the last hundred years, the response of society has been to ignore the long-term natural remedies to the crisis and opt for short-term technological fixes. That preference has resulted in the endangered species alarm of the 1990s. Whether populations of native salmon will ultimately fare any better now depends upon society's ability to overcome the legacy of failed salmon management.**
>
> **-- Bill M. Bakke and Joseph Cone, *The Northwest Salmon Crisis,* 1996[41]**

One aspect of the fisheries enhancement program conducted by the tribes and the Washington Department of Fish and Wildlife is the Lake Roosevelt Rainbow Trout Habitat/Passage Improvement Project, which aims to increase the natural production of rainbow trout in tributaries to Lake Roosevelt through habitat and fish passage improvements in the tributaries. The first two phases of this project were completed in 1992 and 1995, and phase three was scheduled to end in 2000.[45]

The NPPC established the water budget as one aspect of its program to protect Columbia River fish and wildlife. The water budget is a block of water released from reservoirs that flushes anadromous fish downriver in the spring, imitating the natural spring runoff that has ended because of numerous dams. LARO, in comments made to the NPPC in 1985 and subsequent years, expressed concern that spring water budget releases from Lake Roosevelt might conflict with the spawning needs of reservoir walleye.[46]

Both the net-pen and hatchery programs suffered setbacks due to entrainment of fish over the dam. Lower water retention times lead to increased flow rates and increased entrainment, plus decreased lake productivity. Since 1984, three million acre-feet of

Lake Roosevelt water has been dedicated each year to spring and early summer salmon flushes, depending on yearly water conditions. When Snake River chinook, sockeye, and coho salmon were added to the Endangered Species list in 1991-1992, an additional 3.5 million acre-feet were dedicated to the flushing project. This meant in practice that as much as ten feet of water could be drafted from Lake Roosevelt, mostly in August, to augment flows for downstream fisheries. The tribes, the Park Service, and others were concerned that the impacts of this decision on resident fish of Lake Roosevelt were not being considered. The Natural Resources Committee of the Lake Roosevelt Forum, a group of governmental and private entities and individuals interested in the management of Lake Roosevelt, agreed that thirty days was the minimum water retention time needed to maintain viable populations of zooplankton for Lake Roosevelt fish to eat. The water retention time has increased slightly since 1991, reaching an average of forty days, due to an increased awareness of its importance to reservoir ecology. The BPA funded a study in 1997 to determine methods to prevent entrainment.[47]

LARO Superintendent Gerald Tays submitted comments to the NPPC on proposed amendments to the Resident Fish and Wildlife provisions in 1995. He suggested establishing firm water retention time standards and reservoir elevations for Lake Roosevelt; installing screens at water diversions to prevent resident fish from being transported to agricultural areas; coordinating watershed planning efforts; and coordinating a study sponsored by the five signatory parties of the 1990 Multi-Party Agreement to assess the feasibility of vegetative plantings to enhance the production of several resident game fish species. Tays wrote this letter in support of larger regional concerns of various tribes in Washington and Oregon.[48]

Fisheries biologists have raised several concerns about the hatchery program on Lake Roosevelt. These included disease, impacts on other species, and the genetic impacts of hatchery-raised fish on wild stocks. Because it was found that releases of yearlings did better than releases of fry, in 1995 the hatcheries began to shift from producing fry to yearlings. Fishermen are currently allowed to keep two kokanee (either hatchery or wild).[49]

Net-Pen Program

Lake Roosevelt's net-pen trout rearing program began in 1984. Win Self, owner of Seven Bays Resort, started the program after he was advised to establish and document hatchery-raised fish survival and normal growth patterns to aid in his campaign for a fish hatchery on the lake. This was the first time a net-pen program had been established in a part of Washington where winter ice was a factor, although it had been successful in western Washington. Self raised fingerling rainbow trout, supplied by the Washington Department of Fish and Wildlife, in the bay at Seven Bays Resort. The fingerlings were put in the pens in October and were released into the lake at catchable size in May or June. By 1986, 80 percent of the rainbow trout caught within ten miles of the resort had been reared in net pens. The idea caught on, and by 1989, a total of fifteen net pens were operating at various places around the lake, some run by LARO concessionaires, totaling about half a million trout per year. Volunteers operating the net pens formed the non-profit Lake Roosevelt Development Association. Because state and federal hatcheries did not have the ability to raise enough fish for the program, space was included in the BPA kokanee hatcheries for raising rainbow trout for the net pens.[50]

By 1988, the CCT was requiring each of its concessionaires to participate in the net-pen program. LARO's staff began to schedule interpretive programs at the Kettle Falls net-pen facility. The net-pen program resulted in a dramatic increase in the rainbow trout fishery throughout much of Lake Roosevelt. By 1996, net-pen rainbow trout accounted for roughly 40 percent of the fish in Lake Roosevelt.[51]

Volunteer efforts for operating the net pens were flagging by 1994, however, and funding for the net-pen program had become a problem. In 1995, the BPA partially funded the program as mitigation for the loss of anadromous fish species as a Resident Fish Substitution Project. The BPA paid for a coordinator, through the Lake Roosevelt Forum, and the Washington Department of Fish and Wildlife provided fish feed. By 1999, forty-five net pens located on the lake between Keller Ferry and Kettle Falls were raising both rainbow trout and kokanee salmon for release into the lake.[52]

LARO Management of the Fishery, 1980s and 1990s

Most fisheries management activities on Lake Roosevelt are developed and administered by the Washington Department of Fish and Wildlife, the CCT, and the STI. Park Service staff provide support for native and introduced fisheries projects through monitoring, enforcement, interpretation, consultation, and logistical support for research activities. In short, the Park Service serves as an advocate for the resident fishery and for the interests of recreational fishing on Lake Roosevelt. LARO's efforts have often been limited, however, by the lack of Park Service funding for fisheries management research.

White sturgeon are native to Lake Roosevelt, and as the pressure on these fish has increased, so has LARO's interest in understanding and managing this particular fishery. Kettle Falls district personnel in 1984 began informal surveys of the sturgeon fishery, calculating the angler time required to catch one fish. Sturgeon fishing was growing on the lake because of little enforcement of sturgeon fishing regulations by the state and the thrill of landing a large fish. Local experienced fishermen concentrated on the waters north of Marcus Island. Poaching of sturgeon was a concern by the late 1980s, and LARO began advocating a reduced limit of one sturgeon per season. The LARO surveys found that in 1985-1987 it took an average of 167 hours to catch one sturgeon that was kept. Today, Lake Roosevelt sturgeon are catch-and-release only.[53]

In 1985 and subsequent years, LARO submitted requests for funding for a baseline study of Lake Roosevelt white sturgeon. In the late 1990s, the BPA funded a study on the sturgeon population of Lake Roosevelt that was conducted by the Washington Department of Fish and Wildlife, the STI, and the CCT. The sturgeon were found to be concentrated primarily in the Kettle Falls and Marcus Island areas and to be composed primarily of adults.[54]

A fishery management plan for LARO itself has not been prepared. Park management and the Resource Management staff do not believe it is a high priority due to the CCT and STI's extensive fishery management program funded by BPA. The tribes' emphasis on native species, where feasible, is compatible with Park Service policy.[55]

Wildlife Management

The Park Service is not the lead wildlife-managing agency for Lake Roosevelt; the tribes and the state share this responsibility. LARO does not take an active role, outside of protection of wildlife and its associated habitat, largely because of lack of funding and management emphasis. As Karen Taylor-Goodrich, LARO's first full-time resources management staff, put it, "The state and the tribes still do not believe that we have jurisdiction, but sometimes they'll let us play with them." Over the years, the Park Service has requested assistance from the U.S. Fish and Wildlife Service and the Washington Department of Fish and Wildlife on wildlife problems.[56]

The creation of Lake Roosevelt flooded many acres of prime wildlife habitat (riparian land that provided browse, water, and nesting sites). It also created a barrier that few large migratory animals could cross. Some of the area had been a game reserve, but the state eliminated the land north of the dam from the reserve in 1941. Although some species of wildlife such as bats, swallows, and diving ducks probably did benefit from the creation of the reservoir, the overall effects were detrimental to wildlife. The loss of 73,000 acres of wildlife habitat caused initial estimated losses of some 1,700 white-tailed deer, 1,100 beaver, 87,300 mourning dove, 400 Canada geese, and other indicator species. Some 350 species of wildlife were affected. Most of the mammals and birds that use the reservoir area do not stay within the NRA boundaries since it is such a narrow strip of land along the lake. Exotics may be introduced to NRAs, and in the Lake Roosevelt area, ringneck pheasant, Merriam turkey, and bobwhite quail were introduced by the 1960s.[57]

Park Service regulations allow hunting on NRA lands. As at other reservoirs administered under a cooperative agreement, state agency officials set seasons and bag limits and enforce hunting laws. The Park Service retains the right to close certain areas such as campgrounds to hunting in order to protect visitors or resources. As one LARO employee commented at a meeting, "we just don't like to have Park visitors have their heads blown off with a twelve gauge shotgun in front of the visitors' center."[58] Although most hunting is actually done on adjacent public lands, hunters seeking deer, upland birds, and migratory geese and ducks have traditionally used LARO's campgrounds and other facilities as a base for their hunting trips.[59]

In the 1940s and 1950s, LARO's biggest wildlife challenge was protecting trees from beavers. Beavers were falling and girding apple trees at Hawk Creek as early as 1943 and also damaging trees at Fort Spokane. The U.S. Fish and Wildlife Service recommended a live trapping program, and this was instituted on the Spokane Reservation in 1947. Tree trunks at Fort Spokane were treated with a beaver repellant spray, and the animals were transplanted away from the area. This appears to have solved the problem. Some "pests" have been killed at LARO, such as marmots living underneath historic structures at Fort Spokane. Other problem species have included Columbia ground squirrels, yellow jackets, bats, river otters, badgers, and pigeons.[60]

LARO field staff began collecting wildlife observation data using the Park Service "Natural History Field Observation" card system in 1960. The first known LARO research program on wildlife of the area was a goose pasture project conducted in 1969. Its purpose was to improve the grazing areas for Great Basin Canada Geese; increasing LARO's goose population, it was believed, would improve the hunting potential for geese. This was done in cooperation with the Washington Department of Fish and Wildlife, which provided seed and fertilizer for the areas chosen by LARO staff. Adjacent landowners planted and fertilized the grain. (Ironically, geese are now considered a problem at some of LARO's swim beaches and other developed sites.) Small research projects concerning wildlife at Lake Roosevelt were conducted in the 1970s, such as a study of yellow-bellied marmot in eastern Washington and a Columbia Basin-wide study of the effects of fluctuating lake levels on plant and animal communities.[61]

The CCT and STI brought together the various wildlife-managing agencies in the mid-1970s and proposed a five-year study of the fish and wildlife resources of Lake Roosevelt, with funding coordinated through Reclamation, as mitigation for the displacement of wildlife along the river caused by Grand Coulee Dam. Congress asked a committee of representatives of various agencies, including the Park Service, to answer four specific questions and to determine the merit and scope of such a study. Reclamation developed a study plan for evaluating and implementing mitigation claims by both tribes for fish and wildlife losses they had incurred on the upper Columbia. As part of this plan, the Washington Department of Fish and Wildlife prepared a wildlife proposal for a three-year study. In response to the draft Reclamation report, LARO staff questioned the Park Service not being named a member of the advisory committee that would evaluate and coordinate the program because it was not considered a wildlife agency.[62]

The Northwest Electric Power Planning and Conservation Act of 1980 prescribed that measures be implemented to protect, mitigate, and enhance fish and wildlife affected by development and operation of hydropower projects on the Columbia River System. At the request of the NPPC, the parties reviewing the Grand Coulee Dam project moved into the mitigation planning phase for wildlife rather than debating in detail the extent of the losses. The resulting report on wildlife protection, mitigation, and enhancement planning was prepared by the Washington Department of Fish and Wildlife with guidance by a number of agencies (but not the Park Service).[63]

The 1986 wildlife mitigation plan was based on the goal of protecting the same number and kinds of Habitat Units (acres of optimum quality or prime habitat for a given species) as were lost due to the creation of Lake Roosevelt. The plan provided a balance of mitigation benefits among the state and the tribes. Land or management rights to some seventy-three thousand acres needed to be acquired and then the land had to be managed to perpetuate its use by wildlife. In addition, identified bald eagle territories and communal roost sites needed to be protected or enhanced. The program would benefit shrub-steppe wildlife such as grouse, protect and enhance bald eagle habitat and encourage nesting, and protect critical big-game winter range and riparian lands. The funding was to come from the BPA.[64]

The NPPC amended the 1986 proposal in 1989 to require that wildlife mitigation goals be developed using a public and local government review process. The Park Service, as an Interested Party, reviewed draft goals prepared by Washington Department of Fish and Wildlife. Substitutions were made for some of the original indicator species. This program would address a portion of the total identified wildlife losses for Grand Coulee Dam over the next ten years. In 1993, the BPA signed an agreement to distribute $45.5 million among the Washington Department of Fish and Wildlife, U.S. Fish and Wildlife Service, CCT, STI, Yakima Tribe, and Confederated Tribes of the Umatilla Indian Reservation as a five-year settlement for wildlife mitigation in Washington.[65]

The Park Service was concerned that it might not have equal consideration in funding for future wildlife mitigation projects under this program. The agency unsuccessfully sought consideration as a fish and wildlife management agency entitled to special status under the Northwest Power Act. LARO staff continued to work on project proposals and implementation that would qualify for BPA funding, including enhancement of bald eagle nesting and winter habitat; wildlife habitat enhancement along the lower Kettle River; and development of a peregrine falcon breeding program. As LARO Assistant Superintendent Kelly Cash commented, "If we want an NPS proposal for wildlife mitigation – i.e., habitat improvement on NPS administered lands – then we must be prepared to assemble the proposal, & to coordinate with others & lobby for approval."[66] The only mitigation project on LARO-managed land that has received BPA funds to date is the peregrine falcon program. LARO natural resources management staff also participated in local advisory committees and in the NPPC's interagency Wildlife Working Group for several years, but this is no longer a priority for the park. LARO converted a park ranger position to a Resource Management Specialist, partly to coordinate Park Service involvement with NPPC wildlife mitigation.[67]

The Endangered Species Act of 1973 required that the Park Service identify all threatened and endangered species and their critical habitats within the boundary of each park unit. Each park then had to develop a management plan in cooperation with the U.S. Fish and Wildlife Service, prepare a recovery plan, and implement monitoring. Although for many years it was thought that no threatened or endangered species were resident at LARO, by 1998 it was known that six such protected species might occur in or near the recreation area: the endangered gray wolf, peregrine falcon, woodland caribou, and the threatened bald eagle, bull trout, and grizzly bear. LARO staff cooperated with other agencies in implementing endangered species recovery plans and also took the lead on two such projects.[68]

The first project proposal that LARO staff submitted to the NPPC was designed to establish one breeding nesting pair of peregrine falcons for the Lake Roosevelt area, using existing public lands. The project was initially suggested by the Washington Department of Fish and Wildlife; that agency, the U.S. Fish and Wildlife Service, and the CCT cooperated with LARO in developing and implementing the long-term management plan. The ten-year project was funded beginning in fiscal year 1992. The Park Service contracted with the Peregrine Fund to release falcon fledglings for five years, 1993-1997, followed by several years of population monitoring to be conducted by LARO staff and other area biologists. By 1997, a breeding pair was successfully nesting on Banks Lake, so the project was considered successful. As of 2000, there are approximately eight more nests in eastern Washington than when the program began. LARO staff prepared a site bulletin, slide show, and park newspaper articles to interpret the project to the public.[69]

LARO staff also took the lead, at the request of the U.S. Fish and Wildlife Service, in developing bald eagle habitat management guidelines for the Lake Roosevelt area. The bald eagle is listed as a threatened species in Washington. The Pacific States Bald Eagle Recovery Plan included a proposal to protect key habitat and establish several nesting territories along Lake Roosevelt. Under this plan, LARO personnel monitored the nesting populations of the area through an annual survey. A series of interagency meetings on the issue in 1991 helped improve interagency exchange of information in general. A study completed in 1995 for Reclamation found that the number of eagle nests and of young fledged had increased almost every year since bald eagles were first documented nesting on Lake Roosevelt in 1987. In 1997, the CCT conducted a productivity study of nesting bald eagles and found seventeen known nesting sites, which was still below capacity. LARO, other agencies, and the tribes continued surveying the wintering eagles along the lake and monitoring active nests during the breeding season. LARO staff prepared a site bulletin that highlighted popular viewing areas for bald eagles.[70]

Starting in the late 1980s, LARO staff began to manage the Kettle River area as wildlife habitat, as suggested by the Soil Conservation Service. As conceived at that time, the plan was to try to control noxious weeds and other exotic plants and provide winter range for deer. In 1992, LARO submitted an application to the NPPC for funding for a baseline inventory of public lands along the lower Kettle River in preparation for wildlife enhancement projects. This has not yet been funded by either the Park Service or BPA. Although this area is one of Lake Roosevelt's largest wetlands, it does not meet federal criteria as a jurisdictional wetland. LARO's Chief of Resource Management at the time believed that political questions concerning whether or not the Park Service is a fish and wildlife management agency and the appropriateness of its seeking wildlife mitigation funds were the reasons for the lack of support for the proposals.[71]

Forest Management

Forest management has been a concern in the forested northern portion of the NRA since it was established. By the 1940s, forest fires, smelter fumes, logging, and clearing for farming had destroyed most of the old-growth trees along the shores of the north portion of the reservoir. These were being replaced by second-growth conifers and by willow, birch, and alder. Little funding was available, however, for pro-active forest

Spraying trees at Fort Spokane, 1963. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

management. Superintendent Claude Greider stated firmly that no commercial sales of forest products had been made from land within the NRA and that none were contemplated. LARO's forestry policy in the 1940s and 1950s, similar to other Park Service units, was aimed at protecting the forests against fire, insects, disease, grazing, and other threats and thus maintaining the beauty and safety of the area. LARO personnel relied on the expertise of other agency personnel, such as the U.S. Forest Service and the Bureau of Entomology and Plant Quarantine, for advice concerning disease and insect infestations.[72]

LARO began actively managing its forests for disease and insect control in the 1960s. Although none of the problems were considered critical, concerns included bark beetles, needle casts and blights, mountain pine beetle, western pine beetle, western gall rust, chemical injury along roadsides, and dwarf mistletoe. The Forest Service conducted annual aerial surveys to inspect the infestations, sometimes accompanied by LARO personnel, and recommended standard silvicultural practices such as removing infected trees, thinning, pruning, and use of chemicals such as DDT. Thinning projects consisted of removing "decadent high-risk mature pines" throughout the NRA, particularly those within campgrounds, to prevent mountain pine beetle epidemics.[73]

In 1967, the U.S. Forest Service Regional Forester commented, "In effect, much of the land adjacent to Lake Roosevelt is suffering from an 'epidemic of tree' which in time will be cured by an epidemic of mountain pine beetle.'" He suggested that LARO develop a long-range timber management plan and offered assistance from Forest Service pathologists and entomologists. The Park Service Regional Director endorsed the proposal, which involved a contract for surveying, inventorying, mapping, and delineating management units and setting up an annual program to be completed in five to ten years.[74]

By the mid-1960s, within the Park Service as a whole, native insects and diseases began to be considered of equal value to native plants and animals. But at NRAs like LARO, they continued to be controlled more than in the large national parks. LARO personnel did not hesitate to use highly toxic pesticides in the late 1970s to eradicate bark beetles, which were damaging trees in a number of LARO's developed areas. By the 1980s, Integrated Pest Management became the norm Servicewide as the Park Service tried to reduce the amount of chemicals applied on park lands.[75]

LARO's 1980 General Management Plan specified that trees could be felled and removed to prevent insect infestations of neighboring lands, to reduce fuel buildup around high visitor-use areas, and to improve visitor safety within developed areas. Trees were also cleared occasionally to enhance vistas. The 1981 RMP acknowledged that the policy had been inconsistently applied, particularly in areas where adjacent non-federal lands were involved. It recommended a comprehensive tree management policy to replace the existing loose standards, based on current scientific forest management principles rather than personal judgment. Some conflict with adjacent landowners had arisen because the landowners wanted more trees to be removed than the Park Service felt was justified.[76]

In 1982 and 1983, U.S. Forest Service personnel surveyed LARO's developed areas and identified trees to be thinned by maintenance crews. They urged that thinning and control of soil compaction be done to increase the vigor of the remaining trees. Trees along about one hundred miles of shoreline from the north end to and including the Spokane Arm were infected primarily with mountain pine beetle or western pine beetle. The thinning program that began in the 1970s became more aggressive in four developed areas and was considered successful. LARO's 1988 RMP recommended continued thinning in developed areas, building barriers to prevent vehicles from driving close to trees, and tilling to loosen compacted soils, with formal evaluation by Forest Service technicians every three years.[77]

LARO prepared a Hazard Tree Management Plan that was approved in 1984. A hazard tree is one in a use area that may fall and cause injury or property loss. The plan used a point rating of both tree condition and target value to determine the tree's hazard potential. District rangers and district maintenance foremen were assigned to do annual inspections of the 220 acres of developed zone that needed hazard tree management, and the Natural Resources Specialist was the park's Hazard Tree Coordinator. In 1994, LARO estimated that some one thousand hazard trees within the NRA needed "mitigation." Hazard trees located adjacent to private land became a politically sensitive issue at LARO because so many threatened private structures.[78]

In the early 1990s, an outbreak of western pine beetle affected ponderosa pines throughout the region. In response, LARO staff in 1992 conducted a Forest Insect and Disease Risk Assessment Survey of the twenty-six developed campgrounds forested with ponderosa pine within the NRA. They concluded that the forests along the lake were stressed due to drought, fire suppression, overcrowding, poor forest management practices, and soil compaction and were therefore susceptible to disease and insect infestation. The park continued its tree-thinning program, and the Integrated Pest Management and hazard tree management programs complemented the effort. LARO, with funding and technical assistance from the Forest Service, is now developing priorities for treatment areas and is in the process of establishing a prescribed fire program to meet park objectives. This is part of an interagency effort to improve forest health in eastern Washington.[79]

Following the 1992 survey, LARO resource management and maintenance staff have implemented forest pest management projects each year. Annual field surveys help determine the priorities. Treatment methods now include clearly delineating individual campsites, barricades, revegetation, prescribed burns, and selective tree removals. The Forest Service's Forest Pest Management Program provided the initial funding, but this ended after 1998.[80]

Noxious Weeds and Exotic Plants

Noxious weeds were a concern at LARO as early as 1948. LARO Superintendent Claude Greider, writing to the Park Service Regional Director that year about knapweed, goatweed, and larkspur, commented, "We do not know how prevalent any of these weeds are and have no recommendations at this time."[81] He noted that chemicals could easily control Canadian thistle and mullein. By 1951, the goatweed problem in the Kettle Falls area was serious enough that the Forest Service and Soil Conservation Service launched an aggressive campaign to limit its spread. Greider requested and received one ton of Borascu to treat the weed on LARO lands. Grazing permittees also attempted to control the noxious weeds on their lands within LARO. In 1948, LARO turned some seventeen hundred acres of bottomland along the Kettle River over to the Kettle-Stevens Soil Conservation District through a long-term permit; it had become a "nursery for noxious weeds," which disturbed local raisers of livestock.[82]

By 1981, Park Service policy restricted the herbicides that LARO had been using for noxious weed control. Although some herbicides continued to be approved for use at LARO, restrictions on their use made it difficult for the NRA to comply with county ordinances. The park began a more aggressive noxious weed eradication program for fourteen species of noxious weeds using spraying, mechanical methods, and revegetation of impacted sites with native species in the 1980s. This program was subject to funding availability, which limited its effectiveness in some years. Priority locations for treatment were road accesses, developed campgrounds, and the Fort Spokane grounds.

The weed control districts, adjacent property owners, and farmers in the area were all concerned that federal lands were contributing to the spread of knapweed, goatweed, jamhill mustard, dalmation toad flax, thistle, and other noxious weeds. LARO did receive funding to develop a monitoring protocol to assess the effectiveness of its noxious weed control program.[83]

A 1994 aquatic weed survey conducted by the Stevens County Noxious Weed Control Board in 1994 found Eurasian milfoil at the mouth of the Colville River. A survey of the entire reservoir for Eurasian milfoil, an invasive exotic plant, was recommended in the 1996 *Lake Roosevelt Management Plan* but has not yet been accomplished. LARO's 1998 GMP stresses the need for a baseline flora inventory to answer specific questions about species, abundance, status, and distribution, and to identify any endangered, threatened, or sensitive flora within the NRA in order to protect them.[84]

Water Quality

When LARO was established in 1946, sewage effluents from Spokane and Grand Coulee and industrial pollution of tributaries to Lake Roosevelt were serious concerns. The areas most affected were the entire Spokane Arm, the Colville River, Crescent Bay Lake, and Hawk Creek. Recreational development was delayed at several locations because of significant water pollution. Since then, LARO managers have continued to look beyond the boundary lines defining the NRA to address external sources of pollution. In recent decades, federal laws such as the National Environmental Policy Act have given park managers more authority to address such external threats.[85]

In 1950, LARO managers protested a particular external source of pollution that threatened the park. At that time, eleven mills that concentrated ore in the Lake Roosevelt watershed used flotation or cyanide in their process, and some discharged tailings into the lake. LARO Superintendent Claude Greider notified various agencies about pollution from the Reeves-McDonald mine, which the Park Service felt represented a serious threat to spawning and feeding grounds for Lake Roosevelt fish. This mine was located eighteen miles up the Pend Oreille River from its confluence with the Columbia.[86]

Another relatively early external threat to Lake Roosevelt was a mill proposed by Western Nuclear on the Spokane Reservation. Uranium deposits were discovered on the reservation in the 1950s, and Western Nuclear prospected thousands of acres of land there. In 1969, the company proposed building a mill. The issue of whether the company or the tribe would have to pay for the large amounts of water the mill would need became controversial, but the Park Service decided that it had no interest in that question. But LARO personnel, along with the tribes and Reclamation, did express their concern about the potential water pollution problem, including radioactive contamination. The final Environmental Impact Statement was approved in 1976, and the Sherwood mine and mill were constructed; the impact on the watershed is not known. After the Sherwood mine shut down in 1985, LARO supported the efforts of the tribes and various agencies to have proper reclamation done at this and other open-pit mines.[87]

LARO personnel began assisting in gathering baseline data on Lake Roosevelt's water quality by the mid-1970s, and they hoped to cooperate with other agencies on water quality issues. U.S. Fish and Wildlife studies in the early 1980s found high concentrations of cadmium, lead, arsenic, and zinc in the tissues of Lake Roosevelt fish. The Washington Department of Ecology performed studies in the late 1980s that indicated that metals concentrations were below limits set by the Food and Drug Administration, so no consumption advisories were issued. In 1988, Canada issued an advisory concerning walleye because of mercury concentrations found in this fish. Elevated levels of dioxins and furans were found in fish downstream of a pulp mill in British Columbia, and the Canadian government placed a consumption advisory on lake and mountain whitefish. Canadian advisories, however, technically do not apply to U.S. waters. A health advisory related to dioxin and furan was also issued in the United States that recommended that children not eat whitefish from Lake Roosevelt. For a time, LARO personnel posted large orange signs at campgrounds and boat launches warning fishermen about the dioxins and furans found in whitefish.[88]

The primary source of water pollution in Lake Roosevelt is point-source industrial pollution. For example, the main source of heavy metals in Lake Roosevelt fish is the Cominco lead-zinc smelter located in Trail, British Columbia. For many decades, this plant discharged each day several hundred tons of black, sandy slag into the Columbia River. This slag, previously thought to be inert, is now known to harm aquatic organisms. LARO personnel began meeting with Cominco managers in 1986 and had input into amending Cominco's discharge permit. By the late 1980s, Cominco had reduced the mercury concentrations being discharged, and in 1995 it eliminated the slag discharge altogether by landfilling the material. Political pressure from the United States, and stronger enforcement of provincial anti-pollution laws, led to the change.[89]

The primary source of dioxins and furans in Lake Roosevelt fish is the Celgar Pulp Mill at Castlegar, British Columbia, about thirty miles from the border. This plant began discharging untreated effluents in 1961. The mill started updating its processes and equipment in 1991, resulting in reduced usage of chlorine and significant reductions in the amount of dioxins and furans in the effluent. LARO was a member of the Celgar Pulp Mill Citizens Advisory Group.[90]

Other sources of pollutants entering Lake Roosevelt include sewage treatment plants, runoff from nearby agricultural and logging operations, heavy metal contaminants from northern Idaho's Silver Valley, shoreline erosion and slumping, construction sites, and air pollution deposition. Recreational sources include campsite sewage, unsealed pit toilets (most have been replaced with vault toilets), garbage dumped in the lake, fertilizers and pesticides used on home lawns and golf courses, and leaks of oil and gas from boats and fueling stations. Another source was livestock waste from grazing; LARO decided to phase out its remaining grazing permits in the 1990s for this and other reasons.[91]

The CCT took the lead in 1988 in investigating and monitoring Lake Roosevelt's water quality, with assistance from the Park Service through the provision of a boat and funding

Floating dump station on Lake Roosevelt, 1975. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

from Reclamation for an aquatic vascular plant study. The tribes also helped form the Lake Roosevelt Water Quality Council, composed of representatives of tribal, federal, and state agencies and user groups. One major accomplishment of the Council was obtaining funding from the Environmental Protection Agency to fund a Lake Roosevelt Water Management Plan. The Washington Water Research Center of Washington State University prepared this plan, completed in 1996. The report analyzed available information and included recommendations for improving the water quality and productivity of Lake Roosevelt, but little action has yet been taken on these recommendations. The Council also sponsored conferences, workshops, and educational programs. LARO's Superintendent Gerry Tays served as the Park Service representative on the Council's Management Committee, which was responsible for overseeing the management plan and for public education. The LARO Natural Resources Specialist served on the Technical Advisory Committee. By 1997, the Council had evolved to become a committee within the Lake Roosevelt Forum.[92]

The Park Service Water Resources Division (Fort Collins, Colorado) prepared a Water Resources Scoping Report for LARO in 1997. This report recommended that the park seek funding for a Water Resource Management Plan, which would help define the Park Service role in water quality, research, monitoring, and other activities in relation to the other involved federal, state, and local agencies and tribes. But without a staff position dedicated to water resources, this is unlikely to happen. Instead, LARO personnel are trying to stay informed and effect change when possible.[93]

Air Quality

Concern about air quality in the Lake Roosevelt area began to increase in the 1970s, after passage of the federal Clean Air Act. The Washington Department of Ecology is responsible for monitoring and enforcing air quality standards and regulations. Most of LARO is classified as a Class II area; the Spokane Reservation is a Class I area, which means it has more stringent standards. LARO's air quality is affected by pollution emissions both inside and outside the NRA - smelter plants and pulp and paper mills are the primary sources - and by prevailing meteorological conditions. The pollutants of concern are sulfur dioxide, nitrogen oxides, and suspended particulate matter.[94]

> **The [Boise Cascade] mill is close to the [Kettle Falls] camping area. It has an extremely noisy debarker. When the wind is out of the north the refuse burner sprinkles soot over everyone, his car, table, camping gear, and drying clothes.**
>
> **-- Edward G. Roberts, "Report on Coulee Dam National Recreation Area," 1969[95]**

The main area of concern for air quality is Kettle Falls, where two industrial plants are located. The Boise Cascade plywood mill periodically violated air quality standards for particulates. Although the company suggested that the ash fall from their plant was no worse that that generated by park visitors' campfires, LARO personnel reported the ash falls and in 1991 the Washington Department of Ecology required that the plant install updated pollution control equipment. This significantly reduced the emissions from the plant.[96]

The other plant in the Kettle Falls area is a forty-megawatt waste-wood-fired plant constructed by Washington Water Power in 1981. For the first few years of operation, ash emitted from the plant fell on LARO facilities. But operators reworked the emissions system and brought the plant into compliance with emission standards.[97]

In 1994, KVA Resources announced that it planned to construct a gas-fired electric generating facility east of Creston. Cooling water for the plant would come from wells just inside LARO. Park staff and Regional Office staff tracked the proposal and provided extensive written comments regarding air and water quality standards. Working directly with KVA representatives, they expressed concerns about visibility and about the potential of acid deposition within the NRA to harm resources there. This plant was not built, largely due to the company's inability to get the rights to the water needed for the proposed water-cooled facility.[98]

Current air quality concerns for the Lake Roosevelt area include emissions from Cominco and wood smoke. LARO staff would like to develop a list of air quality-related values, to identify scenic vistas, and to establish a visibility goal for LARO based on park management objectives. They hope to identify and document resources that are particularly sensitive to air pollution.[99]

Aircraft Overflights

In the 1980s, the Park Service became concerned about aircraft overflights and their impacts on national park units. The airspace above LARO is on the flight path for military training flights, which consist of approximately ten flights a month for much of the year. Park personnel expressed concern about the noise intrusion on recreation, interpretive programs, and peregrine falcons. Overflights are no longer a significant concern, however, because the source of most of the flights, a unit at Whidbey Air Naval Station in western Washington, has been dismantled. The noise from personal watercraft is of more recent concern and has not been formally evaluated to date. Existing regulations specify noise restrictions for all boats, including personal watercraft.[100]

Conclusion

LARO staff have been involved in many aspects of natural resources management over the decades. In the 1970s, natural resources management was still a collateral duty of rangers. Since then, more funding and staffing has been provided, with some support coming from outside entities. Management issues include the sport fishery, wildlife mitigation projects, forest and noxious weeds management, and water quality and pollution.

Over the years, interagency coordination of fisheries on Lake Roosevelt has sometimes been fragmented. Occasionally, LARO's jurisdiction over fish and wildlife has been questioned. In 1990, LARO requested a solicitor's opinion on the jurisdiction between the state of Washington and the Park Service on fish and wildlife management, but the requested opinion was not written. In 1992, the Park Service and the state agreed in a formal Memorandum of Understanding to continue cooperative efforts to manage, protect, and enhance the fisheries and wildlife resources of mutual concern, with consultation prior to implementing research, plans, programs, or regulations affecting fish and wildlife.[101]

By the 1990s, LARO personnel felt the need for a Lake Roosevelt Fisheries Management Plan to better define its role in the complicated waters of fisheries management on Lake Roosevelt. Such a plan, recently funded by BPA and coordinated by the STI, will address long-standing issues as well as relatively new issues such as the net-pen program and fishing derbies, helping to clarify the responsibilities of the various entities involved. This is an on-going, multi-year project; LARO's role is simply to provide logistical support.[102]

Endnotes

[1] Claude E. Greider, LARO Superintendent, to Kendall W. Smith of Redmond, Washington, 30 July 1946, file 5, box 9, RG 079-89-001, NARA-PSR.

[2] "Master Plan of Coulee Dam National Recreation Area," 1965: ch. 3, "The Land," p. 1, file D18 Master Planning 1965-67, LARO.HQ.ADM.

[3] Richard West Sellars, *Preserving Nature in the National Parks: A History* (New Haven, Conn.: Yale University Press, 1997), 4; R. Gerald Wright, *Wildlife Research and Management in the National Parks* (Urbana, Ill.: University of Illinois Press, 1992), 24, 36.

[4] Wright, *Wildlife Research and Management*, 25, 36; Gordon Cooper Olson, "A History of Natural Resources Management Within the National Park Service," (M.A. thesis, Slippery Rock University, 1986), 158-59.

[5] "Awash," *Tribal Tribune*, 31 May 1988.

[6] "Memorandum of Agreement Between the National Park Service, the Bureau of Reclamation and Office of Indian Affairs Relating to the Planning, Development, and Administration of the Grand Coulee National Recreation Area," 2 Oct. 1941, file 715 Col. Basin Project, Admin. of Recreational Areas, FDR Lake, USBR Boise; "Memorandum of Agreement among the Bureau of Reclamation, National Park Service, and Office of Indian Affairs Relating to the Planning, Development, and Administration of the Coulee Dam Recreational Area," 19 Dec. 1946, file 2 A44 Tri-Party: Mat'ls Relating to Tri-Bureau Agreement, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Vaughn L. Baker, LARO Superintendent, to Adeline Fredin, CCT History/Archaeology Department, 22 Aug. 1996, file H30 Archaeology NPS/Tribes/BPA 1996-97.

[7] Gerry Tays, LARO Superintendent, to Ken Casavant, Northwest Power Planning Council member, 15 July 1994, file N16 Mgmt. of Nat. Res., LARO.HQ.ADM.

[8] Sellars, *Preserving Nature in the National Parks*, 262-64; "Superintendent's Annual Report, CODA," CY1973: 10, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; CODA, "Annual Statement for Interpretation and Visitor Services: Coulee Dam National Recreation Area," 1981, Statement for Interpretation notebook, LARO.HQ.CIO.

[9] Gordon Boyd, "Pacific Northwest Region Science Program Review Questionnaire," [1986], file WASO/SSO Reports/Correspondence, drawer 1, LARO.HQ.RMO; Gordon D. Boyd, LARO Acting Superintendent, to NPS Regional Director, 22 Dec. 1987, file N16 Mgmt. of Nat. Res. & Areas 1988-90, LARO.HQ.ADM.

[10] CCSO, "Lake Roosevelt National Recreation Area Museum Management Plan," 1997: 17; LARO, "Resource Management Plan, Natural Resources," 1997: 39-40, LARO.HQ.RMO; Dan Brown, phone interview with Kathryn L. McKay, 3 March 2000, notes on file, LARO.HQ; "R-MAP Park Profile Input," 25 April 1994, file L76 Environmental Impact, LARO.HQ.ADM; Vaughn Baker, interview with Nancy F. Renk, 9 Dec. 1999, Tape 2-A, notes and index on file, LARO.HQ; Karen Taylor-Goodrich, phone interview with Kathryn L. McKay, 3 August 2000, notes on file, LARO.HQ. In a good example of the importance of personal connections, Cook and Gil Goodrich had worked together at Grand Canyon National Park. After transferring to LARO, Cook hired Gil and Karen and saw Karen as the right person to be in charge of the resource management program he envisioned (Brown interview).

[11] NPS, *National Parks for the 21st Century: The Vail Agenda: Report and Recommendations to the Director of the National Park Service from the Steering Committee of the 75th Anniversary Symposium* (Washington, D.C.: 1992), 15; LARO, "Resource Management Plan, Natural Resources," 1997: 3-5.

[12] Scott Hebner, phone interview with Kathryn L. McKay, 3 March 2000, notes on file, LARO.HQ.

[13] Sellars, *Preserving Nature in the National Parks*, 235; CODA, "Natural Resources Management Update – May 1992," Briefing Statements notebook, LARO.HQ.ADM; LARO, "Resource Management Plan, Natural Resources," 1997: 32, Appendix F, pp. 136-37; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 4 August 2000.

[14] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 6 Feb. 1952, file 9, box 8, RG 079-89-001, NARA-PSR; LARO, *Draft General Management Plan/Environmental Impact Statement: Lake Roosevelt National Recreation Area* (Sept. 1998): 117.

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[16] USBR, *Annual Project History, Grand Coulee Dam Project, 1946*, 339.

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[17] USBR, *Project History 1947*, 292; USBR, *Project History 1946*, 339; Frederic F. Fish and Mitchell G. Hanavan, "A Report Upon the Grand Coulee Fish-Maintenance Project, 1939-1947" (U.S. Fish & Wildlife Service, Special Scientific Report No. 55, ca. 1948), 46-48; Richard L. Newberger, "The Great Salmon Mystery," *Saturday Evening Post* 214 (Sept. 13, 1941): 20.

[18] Richard White, *The Organic Machine: The Remaking of the Columbia River* (N.Y.: Hill & Wang, 1995), 90.

[19] Fish and Hanavan, "Grand Coulee Fish-Maintenance Project, 41-42; Michael C. Blumm and F. Lorrain Bodi, "Commentary," in Joseph Cone and Sandy Ridlington, *The Northwest Salmon Crisis: A Documentary History* (Corvallis, Ore.: Oregon State University Press, 1996), 105; U.S. Department of Energy, BPA, "Environmental Assessment: Colville Resident Trout Hatchery" (Portland, Wash.: BPA, 1986), 3; Lloyd A. Phinney, "Implementation of Critical Programs for Columbia and Snake River Salmon and Steelhead Runs," July 1976, in R. Allen et al., "Investigative Reports of Columbia River Fisheries Project" (Vancouver, Wash.: Pacific Northwest Regional Commission, 1976), D-17-18; Paul Pitzer, *Grand Coulee: Harnessing a Dream* (Pullman: WSU Press, 1994), 228.

[20] A. T. Scholz et al., "Feasibility Report on Restoration of Lake Roosevelt Fisheries" (Cheney, Wash.: Eastern Washington University, ca. 1986), 17; Claude E. Greider, LARO Superintendent, to NPS Director, 11 March 1948, file 17, box 136, RG 079-89-004, NARA-PSR; Greider to James M. Berkey, USBR, 4 Dec. 1947, file 1, box 6, RG 079-89-001, NARA-PSR; Lisa K. Bucy and William H. Funk, *Lake Roosevelt Management Plan* (Pullman, Wash.: WRC Report No. 93, State of Washington Water Research Center, 1996), 79; Rosemary H. Alowe-McConnell, "Summary: Reservoirs in Relation to Man – Fisheries," 642, in William C. Ackermann, *Man-made Lakes: Their Problems and Environmental Effects* (American Geophysical Union, 1973).

[21] Harold A. Gangmark and Leonard A. Fulton, "Preliminary Surveys of Roosevelt Lake in Relation to Game Fishes" (Wash., D.C.: U.S. Fish & Wildlife Service, Special Scientific Report: Fisheries No. 5, 1949), 1; "Minutes of Meeting To Consider a Study of the Potential Game Fish Resources of Franklin D. Roosevelt Lake, Coulee Dam, May 26, 1947," 1-3, 6, 8, file 6, box 8, RG 079-89-001, NARA-PSR; Lance G. Beckman, et al., "Assessment of the Fisheries and Limnology in Lake F. D. Roosevelt, 1980-83: Final Report 1985" (Seattle: U.S. Fish & Wildlife Service, 1985), 7; Victor H. Cahalane, NPS Chief, Biology Branch, to NPS Regional Director, 1 Feb. 1950, file 6, box 8, RG 079-89-001, NARA-PSR.

[22] Gangmark and Fulton, "Game Fishes," 20, 23, 26-28; LARO, "Resource Management Plan, Natural Resources," 1997: Appendix F, 119; NPS, "A Master Plan for Coulee Dam National Recreation Area, Washington: Preliminary Working Draft," Feb. 1968: 26, file D18 Master Plan, LARO.HQ.ADM.

[23] David H. Bennett and Robert G. White, "A Survey of Existing Literature on Franklin D. Roosevelt Lake" (University of Idaho, Forest, Wildlife and Range Experiment Station, Contribution No. 61, Jan. 1977), 18; CODA, "Annual Fishery Resources Narrative Report, 1960," 12 Jan. 1961, file Archives – Fisheries Annual Reports, drawer 2, LARO.FS.1107.

[24] James A. Todd, LARO Acting District Ranger, Fort Spokane, to LARO Chief Ranger, 27 Dec. 1961, file N1423 Animal Life – Fish, LARO.HQ.ADM.

[25] "Resident Fish Populations," [1963?], 4-5, Fisheries section, Fisheries box, LARO.HQ.LIB; "Kamloops Planted In Plastic Cages," *The Star*, 30 Jan. 1958.

[26] "Master Plan of Coulee Dam National Recreation Area," 1964: ch. 1, p. 23; ch. 2, p. 10, file D18 Master Planning 1965-67, LARO.HQ.ADM. The quote is from CODA, "Annual Fishing Resources Narrative Report – 1962, Kettle Falls District," file N1423 Animal Life – Fish, LARO.HQ.ADM.

[27] CODA, "Annual Fishery Resources Narrative Report, 1961 Fish," 19 Dec. 1961, file Archives – Fisheries Annual Reports, drawer 2, LARO.FS.1107; Albert F. Drysdale, LARO District Ranger, to LARO Chief Ranger, 10 Dec. 1965, file N1423 Animal Life –, LARO.HQ.ADM.

[28] Bennett and White, "Survey of Existing Literature," 16-17, 27-29; "Resident Fish Populations," [1963?], 8-10, Fisheries section, Fisheries box, LARO.HQ.LIB; untitled typescript, 10 April 1967, file N1423 Animal Life – Fish, LARO.HQ.ADM; Scholz, "Lake Roosevelt Fisheries," 6.

[29] LARO Superintendent to NPS Director, 14 Sept. 1965, file A2615 M. Narrative Reports CODA CY 1965, box 1, RG 079-95-05, NARA-PSR; untitled typescript, 10 April 1967, file N1423 Animal Life – Fish, LARO.HQ.ADM; CODA, "Annual Aquatic Resources Report for 1966," file N2621 Annual Aquatic Resources Rept., LARO.HQ.ADM; LARO District Ranger to Files, 14 April 1976, Fisheries section, Fisheries box, LARO.HQ.LIB; William G. Aubertin, "Walleye Fishing on Lake Roosevelt," n.d., LARO.HQ.LIB; Chris Cowbrough, "Lake Could Yield Record Walleye," [Colville] *Statesman-Examiner*,

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May 1977; Scholz, "Lake Roosevelt Fisheries," 12-16; "Superintendent's Annual Report, CODA," CY1974: 8, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1973: 9, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; J. R. Nielsen, "Investigation of the Walleye Fishery in Franklin D. Roosevelt Lake," pp. 28-50 in, "A Survey and Evaluation of Sport Fisheries in Region One with Special Emphasis on the Walleye Fishery" (Washington Department of Game, Project No. F-64-R, Job No. 2, 1974), 37, 47-48. The most common game fish in the lake in the mid-1970s was yellow perch, not walleye, and by this time the population of kokanee had declined substantially (Nielsen, "Walleye Fishery," 36-37).

[30] Beckman, "Fisheries and Limnology," 7; William W. Dunmire, LARO Superintendent, to NPS Associate Regional Director, 13 July 1979, file A44 – Coop Agreement – Fisheries, LARO.HQ.ADM; Fenton Roskelley, "Level of Lake Key to Angling," *Spokane Daily Chronicle,* 19 May 1976; CODA, "General Management Plan: Coulee Dam National Recreation Area," July 1980: 14, GMP, Envir. Assessments notebook, LARO.HQ.CIO.

[31] CODA, "Annual Aquatic Resources Report for 1977," 10 Jan. 1977, file N2621 Annual Aquatic Resources Rept., LARO.HQ.ADM; Maureen H. McDonough and Donald R. Field, "Coulee Dam National Recreation Area: Visitor Use Patterns and Preferences" (Seattle: NPS, College of Forest Resources, UW, 1979), 94; "Superintendent's Annual Report, CODA," CY1976: 27, file A2621 Superintendent's Annual Report, LARO.HQ.ADM.

[32] Beckman, "Fisheries and Limnology," 70, 76; Steve Castro-Shrader, LARO Fort Spokane District Ranger, to LARO Chief of Interpretation, 8 May 1985, file K2623 Situation, LARO.HQ.ADM; Jon L. Riedel, "Lake Roosevelt National Recreation Area, Washington, Water Resources Scoping Report" (NPS, 1997), 36; Graeme Casseday, "A Big Dam's Big Lake," *Trailer Boats* 24 (Dec. 1980): 24-25; J. Jerry Rumburg, LARO Chief of Interpretation, to Richard E. Ecklund, 26 Feb. 1981, file K14 Information Requests, LARO.HQ.ADM; Tim L. Peone, et al., "Lake Roosevelt Fisheries Monitoring Program, Annual Report, August 1988-December 1989" (Portland: BPA, 1989), 175, 180; Sally L. Bruesewitz et al., "Hooking Mortality of Walleye Caught from Deep Water" (Olympia: Washington Dept. of Fish & Wildlife, 1996), 1.

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[34] USBR, *Project History,* 16-17; Colville Business Council, Resolution 1975-595, file A5431 Fish, Wildlife and Rec. Study of FDR Lake, LARO.HQ.ADM.

[35] "Report on Fish, Wildlife, and Recreation Study and Management Implementation on Franklin D. Roosevelt Lake," 2, appendix in USBR, *Project History 1977*; "Statement of the Colville Confederated Tribes Before the Sub-committee on Public Works Appropriations, Senate," 30 March 1976, file A5431 Fish, Wildlife & Rec. Study of FDR Lake, LARO.HQ.ADM; CCT & STI, "Proposal for Fishery and Wildlife Evaluation and Development of Management Alternatives for Franklin D. Roosevelt Reservoir and Its Tributary Streams" [ca. 1975], 1-2; LARO, "Resource Management Plan, Natural Resources," 1997: Appendix F, "Project Statements," 119; "Superintendent's Annual Report, CODA," CY1976: 3, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; William W. Dunmire, LARO Superintendent, to Glenn Galbraith, STI Chairman, 3 July 1980, file 7, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; CODA, "Resource Management Plan and Environmental Assessment," 1988: 37, file Coulee Dam NRA, Nat. Resource Mgmt. Plan 1988, LARO.HQ.CIO.

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[36] Beckman, "Fisheries and Limnology," iv, 103.

[37] Beckman, "Fisheries and Limnology," 115, 116; Peone, "Lake Roosevelt Fisheries Monitoring Program," 5; McDowell and Griffith, "Retrospective Analysis: Fisheries," 3; "Northwest Power Planning Council, Columbia River Basin Fish and Wildlife Program Application for Amendment: Resident Fish Substitutions," n.d., file Fisheries – Lake Roosevelt, drawer 2, LARO.FS.1107; Scholz, "Lake Roosevelt Fisheries," 26-28.

[38] Kelly K. Cash, LARO Assistant Superintendent, to LARO Superintendent, 29 July 1985, Fisheries – Lake Roosevelt, drawer 2, LARO.FS.1107; Alan C. Stay, CCT Reservation Attorney, to William Byler, Gerard, Byler & Associates, 29 March 1984, file N14 Animal and Plant Life, LARO.HQ.ADM. In 1978, the Indian Claims Commission awarded the CCT $3.257 million as compensation for the destruction of their fishery; the STI did not file a claim by the 1951 deadline (Task Force on Colville and Spokane Tribes, "Final Report, Colville/Spokane Task Force," Sept. 1980: 3, 5, unlabeled file, LARO.HQ.SUP).

[39] "Lake Roosevelt Multi-Party Management Agreement, Chronology of Events and Historical Background," ca. 1987, file Environment Misc. – Lake Roosevelt (1 of 2), box 71, Morrison Collection, WSU. The BPA also funded the construction of a trout hatchery just below Chief Joseph Dam, managed by the CCT, that stocks trout in Colville Indian Reservation lakes and streams (U.S. Department of Energy, BPA, "Colville Resident Trout Hatchery," 2-3; Northwest Power Planning Council, *Columbia River Basin Fish and Wildlife Program, 1986 Draft Amendment Document*, 82, file Environment Misc. – Lake Roosevelt (1 of 2), box 71, Morrison Collection, WSU).

[40] Bucy and Funk, *Lake Roosevelt Management Plan*, 4-5, 79-80; Scholz, "Lake Roosevelt Fisheries," 220-21; Peone, "Fisheries Monitoring Program," 179-80, 183.

[41] Bill M. Bakke and Joseph Cone, "Commentary," in Joseph Cone and Sandy Ridlington, *The Northwest Salmon Crisis: A Documentary History* (Corvallis, Ore.: Oregon State University Press, 1996), 50.

[42] Allan T. Scholz, Upper Columbia United Tribes Fisheries Research Center Director, and William T. Towey, Kalispel Tribe, Department of Natural Resources Director, to Steve Crow, Northwest Power Planning Council, 8 Aug. 1993, file N16 Management of Nat. Res. 7-12, 93, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1991: 3, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM.

[43] Peone, "Fisheries Monitoring Program," 1; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 4 August 2000.

[44] Quoted in Robin Cody, *Voyage of a Summer Sun: Canoeing the Columbia River* (Seattle: Sasquatch Books, 1995), 125.

[45] "Lake Roosevelt Rainbow Trout Habitat/Passage Improvement Project, Abstract," n.d., file Lake Roos. Fish Monitoring Program, file in bottom right desk drawer, LARO.FS.1107.

[46] Gary J. Kuiper, LARO Superintendent, to Janie Pearcy, Northwest Power Planning Council, 27 Aug. 1985, file N14 Animal & Plant Life, LARO.HQ.ADM.

[47] McDowell and Griffith, "Retrospective Analysis: Fisheries," 7; Riedel, "Water Resources Scoping Report," 27; Bucy and Funk, *Lake Roosevelt Management Plan*, 3; "Natural Resources Committee Meeting Report, Oct. 28, 1992," 4, file Lake Roos. Forum, drawer 2, LARO.HQ.RMO; LARO, *Draft General Management Plan*, (1998), 17; "Presentation Summaries," in "Forum Notes from Forum Meting at Wellpinit, April 22 1992," file Lake Roos. Forum, drawer 2, LARO.HQ.RMO; LARO, "Resource Management Plan, Natural Resources," 1997: 17, 19.

[48] Gerald W. Tays, LARO Superintendent, to Northwest Power Planning Council, 15 June 1995, file N1619 Water Life, LARO.HQ.ADM; Taylor-Goodrich phone interview.

[49] Allan T. Scholz, Upper Columbia United Tribes Fisheries Research Center Director, and William T. Towey, Kalispel Tribe, Dept. of Natural Resources Director, to Steve Crow, Northwest Power Planning Council, 8 Aug. 1993, file N16 Management of Nat. Res. 7-12, 93, LARO.HQ.ADM; Keith Underwood and John Shields, "Lake Roosevelt Fisheries Monitoring Program, 1993 Annual Report" (Wellpinit, Wash.: Spokane Tribe of Indians, prepared for BPA, 1996), ii; Rich Landers, "Kokanee Rules Confound Anglers," *Spokesman-Review*, 11 July 1999, p. H1; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 1 June 2000.

[50] "Superintendent's Annual Report, CODA," FY1983: 1, file H2621 Annual Reports, LARO.HQ.ADM; CODA, "Annual Aquatic Resources Report for 1984," 4 Jan. 1985, file N2621 Annual Aquatic Resources Rept., LARO.HQ.ADM; "Self Sings Praises of Lake Roosevelt," *Spokesman-Review*, 19 Oct. 1986; Peone, "Fisheries Monitoring Program," 5-6. It is interesting to note that the draft proposal to the NCCP

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recommended against artificial production of trout for Lake Roosevelt because of the potential for competition between rainbow trout and other species and because of the threat the trout would pose to the genetic integrity of existing tributary stocks (Scholz, "Lake Roosevelt Fisheries," 32).

[51] Mel Tonasket, Colville Business Council chairman, to Andy Rustemeyer, Upper Columbia River Counties Chairman, 16 Dec. 1988, file Environment Misc. – Lake Roosevelt (2 of 3), box 71, Morrison Coll., WSU; "Superintendent's Annual Report, CODA," 1988: 14, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Bucy and Funk, *Lake Roosevelt Management Plan*, 80.

[52] "Lake Roosevelt Rainbow Trout Net Pen Assistance Project," typescript, ca. 1994, file Wildlife Mitigation Working File, drawer 4, LARO.HQ.RMO; Bucy and Funk, *Lake Roosevelt Management Plan*, 80; "Net Pen Operation," *Wilbur Register* 12 Dec. 1991; Rich Landers, "Casting Wider Net," *Spokesman-Review*, 19 Oct. 1997; "Superintendent's Annual Report, CODA," Jan. 1994-Sept. 1995: 17, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; "Natural Resources Committee Meeting, Notes January 24, 1996," file Lake Roos. Forum, drawer 2, LARO.HQ.RMO; Rich Landers, "Casting Over the Rainbow," *Spokesman-Review*, 31 Oct. 1999, pp. H1-H2.

[53] Rose Chilcoat, LARO Ranger, "1986 Sturgeon Fisheries Report," 2-5, file N14 Animal & Plant Life, LARO.HQ.ADM; Gary Kuiper, LARO Superintendent, to Ann Setter, University of Washington School of Fisheries, 22 Dec. 1987, file N14 Animal & Plant Life, LARO.HQ.ADM; "Columbia River Sturgeon & Lake Roosevelt Fishery, December 10, 1988," file Salmon Summit Info., drawer 3, LARO.FS.1107; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 4 August 2000.

[54] Gary J. Kuiper, LARO Superintendent, to NPS Regional Director, Administration, 23 May 1985, file N14 Animal & Plant Life, LARO.HQ.ADM; Brad James, Washington Department of Fish & Wildlife, to Karen Taylor-Goodrich, LARO, 20 April 1998, file Sturgeon, drawer 3, LARO.FS.1107; Al Scholz, Eastern Washington University, personal communication to Kathryn L. McKay, 15 Sept. 2000.

[55] Hebner phone interview.

[56] Taylor-Goodrich phone interview.

[57] USBR, *Recreational Development of Roosevelt Lake: Columbia Basin Joint Investigations, Problem* 26 (Washington, D.C.: GPO, 1945), 6; "Master Plan of Coulee Dam National Recreation Area," 1964: ch. 1, p. 21, file D18 Master Planning 1965-67, LARO.HQ.ADM; Jack Howerton, Jennifer Creveling, and Brent Renfrow, "Wildlife Protection, Mitigation and Enhancement Planning for Grand Coulee Dam, Final Report" (Portland: BPA, 1986), 13, 17, 19; "Lake Wildlife Payback Plan," [article in unidentified newspaper], file Lake Roosevelt, Grant County Commissioners, Ephrata, Washington; LARO, "Resource Management Plan, Natural Resources," 1997: 13.

[58] "Minutes of Task Force Meeting, Sept. 19, 1972," transcript, file 9, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[59] Arthur G. Holmes, "Report on Forest Protection Requirements: Coulee Dam National Recreation Area," 30 May 1961, file D18 Master Plan 1961, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[60] Claude E. Greider, LARO Superintendent, to F. A. Banks, USBR Supervising Engineer, 5 June 1943, file 7, box 8, RG 079-89-001, NARA-PSR; Al W. Moore, "Beaver Cropping Plan for Spokane Indian Reservation," 15 May 1947, file 1, box 4, RG 079-89-001, NARA-PSR; Greider to NPS Director, 5 Dec. 1947, file 16, box 136, RG 079-89-004, NARA-PSR; Greider to NPS Regional Director, 6 Feb. 1952, file 9, box 8, RG 079-89-001, NARA-PSR; Karen F. Taylor-Goodrich, LARO Natural Resources Specialist, to LARO Superintendent, 1 April 1991, file N50 Pest & Weed Control, LARO.HQ.ADM; LARO, "Resource Management Plan, Natural Resources," 1997: Appendix F, 52; Steven T. Gibbons, Regional Natural Resource Specialist, to NPS Associate Regional Director, Operations, 13 July 1990, file WASO/SSO Reports/Correspondence, drawer 1, LARO.HQ.RMO; Karen Taylor-Goodrich, LARO Resource Management Specialist, to LARO South District Interpreter, 7 June 1994, file N16 Mgmt of Natl. Resources 1994, LARO.HQ.ADM; Scott Hebner, LARO Natural Resources Specialist, email to Ed Stakey, Research Biologist, 11 April 1997, file Wildlife, General, drawer 4, LARO.HQ.RMO.

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[62] "Report on Fish, Wildlife, and Recreation Study and Management Implementation on Franklin D. Roosevelt Lake," appendix in USBR, *Project History 1977*, 2; USBR Regional Director to USBR Commissioner, 21 Jan. 1977, appendix in USBR, *Project History 1977*; William Burgen, LARO Superintendent, to USBR Project Manager, 12 Nov. 1976, file A5431 Fish, Wildlife & Rec Study of FDR Lake, LARO.HQ.ADM.

[63] Howerton et al., "Wildlife Protection," 1. "Wildlife mitigation" refers to attempts to reverse or lessen damage that humans have caused to wildlife and wildlife habitats.

[64] Howerton et al., "Wildlife Protection," 1, 8, 32, 42, 50; "Summary of Process Used to Develop Grand Coulee Wildlife Mitigation Goals," Attachment No. 4, n.d., file Wildlife Mitigation Bkgd, drawer 4, LARO.HQ.RMO.

[65] "Summary of Process Used to Develop Grand Coulee Wildlife Mitigation Goals," Attachment No. 4, 1990: 2, file Wildlife Mitigation Bkgd, drawer 4, LARO.HQ.RMO; Washington Department of Wildlife, "DRAFT Grand Coulee Wildlife Mitigation Goals and Objectives," 28 Nov. 1989, file Grand Coulee/Chief Joseph, drawer 4, LARO.HQ.RMO; CODA, "Wildlife Mitigation Briefing Statement – July 1993," Briefing Statements notebook, LARO.HQ.ADM.

[66] Kelly Cash, LARO Assistant Superintendent, handwritten note on letter from Bruce Smith, Washington Department of Wildlife Regional Manager, to members of Grand Coulee Wildlife Mitigation Advisory Group, 23 April 1990, file Grand Coulee/Chief Joseph, drawer 4, LARO.HQ.RMO.

[67] John Volkman, Northwest Power Planning Council Senior Counsel, to Council Members, 31 March 1993, file N16 Mgmt of Nat. Res. 1993, LARO.HQ.ADM; Charles H. Odegaard, NPS Regional Director, to Stan Grace, Northwest Power Planning Council Chairman, 27 July 1993, file Wildlife Mitigation Working File, drawer 4, LARO.HQ.RMO; CODA, "Project Statement Sheet: Wildlife Mitigation Project/Study Proposals," 1990, file N16 Resources Management Plan, LARO.HQ.ADM; LARO, "Resource Management Plan, Natural Resources," 1997: 17; CODA, "Briefing Statement, Wildlife Mitigation," 1 April 1990, file Environment – Misc. – Lake Roosevelt, box 72, Morrison Collection, WSU. The Wildlife Working Group was established to facilitate interagency/tribal participation in the planning and implementation of the Columbia River Basin Fish and Wildlife Program.

[68] LARO, "Resource Management Plan, Natural Resources," 1997: Appendix F, 102, 104; LARO, *Draft General Management Plan* (1998), 87.

[69] "Superintendent's Annual Report, CODA," CY1991: 3, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Kelly K. Cash, LARO Assistant Superintendent, to Files, 7 March 1991, file Grand Coulee/Chief Joseph, drawer 4, LARO.HQ.RMO; Gary Kuiper, LARO Superintendent, to Thomas S. Foley, U.S. House of Representatives, 10 Feb. 1992, file N16 Mgmt. of Natural Resources and Areas 1991-, LARO.HQ.ADM; "Lake Roosevelt Forum Natural Resource Committee Notes, April 28, 1993," 2, file Lake Roos. Forum, drawer 2, LARO.HQ.RMO; LARO, "Peregrine Falcon Reintroduction Project, Field Season 1997, Project Summary and Recommendations for 1998," file Peregrine Program – Monthly Progress Reports, drawer 3, LARO.FS.1107; Daniel R. Brown, "Coulee Dam National Recreation Area Statement for Interpretation, FY93," 18 Feb. 1993, file K1817 Interpretive Plan, LARO.HQ.CIO; Hebner phone interview. The decline of peregrine falcons was due primarily to the use of pesticides such as DDT, to habitat loss, and to shooting.

[70] "Superintendent's Annual Report, CODA," CY1991: 4, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Howerton et al., "Wildlife Protection," 43-44; Gary Kuiper, LARO Superintendent, to NPS Regional Director, 11 Sept. 1990, file N1621 Threatened & Endangered Species, LARO.HQ.ADM; Science Applications International Corp., "Lake Roosevelt Bald Eagle Foraging Study – 1995," drawer 5, LARO.FS.1107; LARO, "Resource Management Plan, Natural Resources," 1997: Appendix F, "Project Statements," 110; Maureen A. Murphy, "Bald Eagle Nest Production, Lake Roosevelt, Washington 1987-1997," ca. 1997, file Bald Eagle Productivity, drawer 5, LARO.FS.1107; Daniel R. Brown, "Coulee Dam National Recreation Area Statement for Interpretation, FY93," 18 Feb. 1993, file K1817 Interpretive Plan, LARO.HQ.CIO.

[71] Edward E. Starkey, Oregon State University Research Biologist, CPSU, to Gary Kuiper, LARO Superintendent, 18 May 1988, file Kettle River Wildlife Mitig. Info., drawer 2, LARO.HQ.RMO; "Superintendent's Annual Report, CODA," CY1992: 12, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; LARO, *Draft General Management* Plan (1998), 82-83; Karen Taylor-Goodrich, LARO Chief of Resources Management, to Gerry Wright, NPS, 31 May 1994, file Wildlife Mitigation Corres., drawer 4, LARO.HQ.RMO.

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[72] NPS, "Columbia River Reservoir Area, Washington: General Report and Development Outline," June 1944: 1, LARO.HQ.100-USA.3.1; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 22 July 1947, file 3, box 9, RG 079-89-001, NARA-PSR; Olson, "Natural Resources Management," 110-111.

[73] NPS Regional Chief, Division of Ranger Activities, to LARO Superintendent, 16 Feb. 1961, file D18 Master Plan 1961, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Arthur G. Holmes, "Report on Forest Protection Requirements: Coulee Dam National Recreation Area," 30 May 1961, file D18 Master Plan 1961, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Donald P. Graham and Peter W. Orr, "Forest Insect and Disease Evaluation, Grand Coulee National Recreation Area," 25 May 1962: 1-4, file Y1815 Trees & Forests, LARO.HQ.ADM; LARO Superintendent to NPS Director, 11 Sept. 1964, file A2615 M. Narrative Reports CODA CY 1964, box 2, RG 079-95-05, NARA-PSR; LARO Superintendent to NPS Director, 14 Sept. 1965, file A2615 M. Narrative Reports CODA CY 1965, box 1, RG 079-95-05.

[74] Charles A. Connaughton, U.S. Forest Service Regional Forester, to John Rutter, NPS Regional Director, 26 June 1967, file Y815 Trees & Forests, LARO.HQ.ADM; John A. Rutter, NPS Regional Director, to LARO Superintendent, 19 July 1967, file Y1815 Trees & Forests, LARO.HQ.ADM.

[75] Olson, "Natural Resources Management," 190, 240; "Superintendent's Annual Report, CODA," 1978: 8, file A2621 Superintendent's Annual Report, LARO.HQ.ADM.

[76] CODA, "General Management Plan," 1980: 27; CODA, "Resource Management Plan and Environmental Assessment," 1982: 4, 15-16, file D18 General Management Plan, box 1 of 3, LARO.HQ.PAO.

[77] Gordon Boyd, LARO Chief Ranger, to LARO Superintendent, 18 Aug. 1983, file Y1815 Trees & Forests, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," 1985: 9, file H2621 Annual Reports, LARO.HQ.ADM; CODA, "Resource Management Plan and Environmental Assessment," 1988: 6, 13, 33-34.

[78] David Stiegelmeyer and Richard Paris, "Hazard Tree Management Plan, Coulee Dam National Recreation Area," Jan. 1, 1984: 1-4, file N16 Hazard Tree Management Plan 1/94, LARO.HQ.ADM; LARO, "Resource Management Plan, Natural Resources," 1997: 23; CODA, "R-MAP Park Profile Input," 25 April 1994: 8, file L76 – Environmental Impact, LARO.HQ.ADM.

[79] CODA, "Continue Forest Pest Management Program," 1992, file Admin – Unified Program Call, drawer 2, LARO.FS.1107; Linda Whitson, NOCA Ranger Morning Report, 17 July 1992, file WASO/SSO Report/Correspondence, drawer 1, LARO.HQ.RMO; CODA, "Conduct Baseline Wetland Inventory," FY1997 project proposal, file F34 Budget Execution 1996, LARO.HQ.ADM.

[80] LARO, "Resource Management Plan, Natural Resources," 1997: 2; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 1 June 2000.

[81] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 23 Dec. 1948, file 4, box 8, RG 079-89-001, NARA-PSR.

[82] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 10 July 1951, file 4, box 9, RG 079-89-001, NARA-PSR; NPS Assistant Director to Greider, 18 July 1951, file 4, box 9, RG 079-89-001, NARA-PSR; "Master Plan Development Outline, Coulee Dam National Recreation Area, Washington: Forestry," 1952: 5, file D18 Master Plan: Forestry, 1952, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Robert H. Coombs, LARO Acting Superintendent, to NPS Regional Director, 3 Sept. 1952, file 10, box 8, RG 079-89-001, NARA-PSR.

[83] CODA, "Resource Management Plan and Environmental Assessment," 1982: 5; Vaughn Baker, LARO Superintendent, to Sue Williams of Medical Lake, Washington, 10 Dec. 1997, file L30 Lands 1/97-, LARO.HQ.ADM; Gary Kuiper, LARO Superintendent, to Ben F. Roche, Jr., Range Management Specialist, WSU, 29 July 1986, file A2345 Committees Field Office CODA, LARO.HQ.ADM; Gordon D. Boyd, LARO Park Pesticide Coordinator, to LARO Maintenance Foremen, 18 Dec. 1984, file N50 Pest & Weed Control 1983-89, LARO.HQ.ADM; Gary Kuiper, "Statement for Management, Coulee Dam National Recreation Area," 1989: 17, file D18 SFM 1989, LARO.HQ.ADM; Gary Kuiper, LARO Superintendent, to NPS Regional Director, 6 Jan. 1989, file N50 Pest & Weed Control 1983-89, LARO.HQ.ADM; "War on Weeds," in "Visitor Guide: Lake Roosevelt National Recreation Area," 1998: 3; Hebner phone interview.

[84] LARO, "Resource Management Plan, Natural Resources," 1997: Appendix F, "Project Statements," 90; LARO, *Draft General Management Plan* (1998), 89; Bucy and Funk, *Lake Roosevelt Management Plan*, 87. LARO's 1963 Master Plan noted that aquatic weeds were beginning to choke some of the water-use areas, but this has not yet become a serious problem within the national recreation area ("Master Plan for

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the Preservation and Use of Coulee Dam National Recreation Area," Feb. 1963: ch. 4, p. 13, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO).

[85] "Facts Affecting Recreational Development and Use," 4 Feb. 1948: 35, file D18 Planning Program, closed 6/3/53, LARO.HQ.ADM. Nutrient enrichment of the upper Spokane Arm remained a problem for many years. In 1978, for example, a toxic algal bloom occurred in the Spokane Arm that was thought to have originated in Long Lake. LARO issued warnings via public media and public contacts (William Dunmire, LARO Superintendent, to NPS Regional Director, 17 Nov. 1978, file N3615 Pollution – Air, LARO.HQ.ADM).

[86] Gerald T. Orlob, "A Preliminary Study of the Sources of Mining and Mill Waste Pollution in the Upper Columbia River Basin and Lake Roosevelt" (Olympia, Wash.: Washington Pollution Control Commission, 1950), 9; Claude E. Greider, LARO Superintendent, to Charles Graham, *Statesman-Examiner*, 3 March 1950, file 6, box 8, RG 079-89-001, NARA-PSR; O. A. Tomlinson, NPS Regional Director, to U.S. Fish & Wildlife Service Regional Director, 24 Feb. 1950, file 6, box 8, RG 079-89-001, NARA-PSR; Graham to Greider, 14 Feb. 1950, file 6, box 8, RG 079-89-001, NARA-PSR.

[87] Robert D. Dellwo, Dellwo, Rudolf & Grant, to David Richie, LARO Superintendent, and W. E. Rawlings, USBR, 15 Jan. 1969, file A94 Spokane Indians, LARO.HQ.ADM; H. L. Nelson, USBR Regional Director, to DOI Regional Solicitor, 8 May 1969, file CODA Hist. Files #2, LARO.HQ.SUP; W. E. Rawlings, USBR Project Manager, to USBR Regional Director, 27 March 1969, file L54 Water Matters, LARO.HQ.ADM; Wayne R. Howe, LARO Superintendent, to DOI Field Solicitor, Ephrata, 9 Dec. 1971, file 5, box 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Dick Gentry, "Uranium Pact O.K.," *Spokane Chronicle*, 6 Oct. 1976; "Superintendent's Annual Report, CODA," CY1991: 5, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; "Sherwood Mine Briefing Paper," March 1991, file Mining, drawer 2, LARO.HQ.RMO; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 4 August 2000. The Dawn Mining Company operated the Midnite uranium mine 1955-64 and 1968-8; it is on the Spokane Reservation and is located about four miles upstream of the Spokane Arm of Lake Roosevelt ("Midnite Uranium Mine: Reclamation Environmental Impact Study, Pre-Scoping Newsletter," Feb. 1996, file Mining, drawer 2, LARO.HQ.RMO).

[88] Riedel, "Water Resources," 4; "Superintendent's Annual Report, CODA," CY1974: 14, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Bucy and Funk, *Lake Roosevelt Management Plan*, 5-6, 70-74; USGS Fact Sheet No. 102-97, "Are Walleye from Lake Roosevelt Contaminated with Mercury?" n.d., file N14 Animal and Plant Life, LARO.HQ.ADM; Lake Roosevelt Forum, "Forum Meeting Minutes, Cottonwood Inn, Davenport, Washington, January 16, 1991," file Lake Roosevelt, Grant County Commissioners, Ephrata, Washington; Joel Connelly, "B. C. Pollution Is Fouling the Fish at Coulee," *Seattle Post-Intelligencer*, 10 April 1991; Hebner phone interview.

[89] Gerald Tays, "Statement for Management, Coulee Dam National Recreation Area," 1995: 10, file D18 Statements for Management, LARO.HQ.ADM; Julie Titone, "B. C. Stops Spewing Slag into Columbia," *Spokesman-Review*, 10 Sept. 1995; Riedel, "Water Resources Scoping Report," 57; Lake Roosevelt Forum, "Forum Meeting Minutes, Cottonwood Inn, Davenport, Washington, January 16, 1991," file Lake Roosevelt, Grant County Commissioners, Ephrata, Washington; "Superintendent's Annual Report, CODA," CY1991: 4, file A2621 Superintendent's Annual Reports 1990-, LARO.HQ.ADM; John Haller, LARO Hazardous Waste Coordinator, to Files, 28 May 1986, file D18 Maintenance Planning Program, LARO.HQ.ADM.

[90] Gerald Tays, "Statement for Management, Coulee Dam National Recreation Area," 1995: 9-10, file D18 Statements for Management, LARO.HQ.ADM; "Superintendent's Annual Report, CODA," CY1992: 10, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM.

[91] LARO, *Draft General Management Plan* (1998), 82; Bucy and Funk, *Lake Roosevelt Management Plan*, 43, 109; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 1 June 2000; LARO, "Special Park Uses at Lake Roosevelt National Recreation Area," 15 May 1998, Briefing Statements notebook, LARO.HQ.ADM.

[92] Mel Tonasket, Colville Business Council Chairman, to Andy Rustemeyer, Upper Columbia River Counties Chairman, 16 Dec. 1988, file Multiparty Agreement April 1990, LARO.HQ.ADM; Gary Kuiper, "Statement for Management, Coulee Dam National Recreation Area," 1990: 9, file D18 SFM 1989, LARO.HQ.ADM; Bucy and Funk, *Lake Roosevelt Management Plan*, i, 99; "Superintendent's Annual Report, CODA," FY1996: 11, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; LARO, "Resource Management Plan, Natural Resources," 1997: 29.

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[93] Riedel, "Water Resources Scoping Report," 6; LARO, "Prepare a Water Resource Management Plan," FY1997 project proposal, file F34 Budget Execution 1996, LARO.HQ.ADM. The NPS instructed all parks to prepare a Water Resources Management Plan in 1979 (Olson, "Natural Resources Management," 216); Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 4 August 2000.

[94] CODA, "General Management Plan," 1980: 11; LARO, *Draft General Management Plan* (1998), 79.

[95] Edward G. Roberts, "A Report on the Coulee Dam National Recreation Area" (Sept. 1969), 10, file Archives, Drawer 2, LARO.FS.1107.

[96] Gerald Tays, "Statement for Management, Coulee Dam National Recreation Area," 1995: 11, file D18 Statements for Management, LARO.HQ.ADM; Julie Titone, "Firm Hit with Fine for Ashes," *Spokesman-Review*, 10 April 1991; Gregory S. Flibbert, Air Quality Specialist, Washington Department of Ecology, to Kelly Cash, LARO Acting Superintendent, 14 May 1993, file N36 Pollution/Environment Quality 1992, LARO.HQ.ADM.

[97] Gary J. Kuiper, "Annual Narrative Report," 29 Jan. 1982, file A2621 Superintendent's Annual Report, LARO.HQ.ADM; Kelly K. Cash, LARO Assistant Superintendent, to Files, 14 March 1984, file L7617 Environmental Impact WWP Waste Wood Fired Plant, LARO.HQ.ADM; Gary Kuiper, "Statement for Management, Coulee Dam National Recreation Area," 1990: 10, file D18 SFM 1989, LARO.HQ.ADM.

[98] "Superintendent's Annual Report, CODA," Jan. 1994-Sept. 1995: 4, file A2621 Superintendent's Annual Reports, 1990-, LARO.HQ.ADM; Gerald Tays, LARO Superintendent, to Allen J. Fiksdal, Energy Facility Site Evaluation Council, 26 Oct. 1995, file N36 Pollution/Environment Quality 1993, LARO.HQ.ADM; Karen Taylor-Goodrich, former LARO Chief of Resources Management, personal communication to Kathryn L. McKay, 18 Sept. 2000; Vaughn Baker, LARO Superintendent, email to Kathryn L. McKay, 10 April 2001.

[99] LARO, "Resource Management Plan, Natural Resources," 1997: 30; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 1 June 2000. A coal-fired plant in Creston was proposed in the 1980s.

[100] Gordon D. Boyd, LARO Acting Superintendent, to NPS Regional Director, 16 Oct. 1987, file W2623 Situation Info, LARO.HQ.ADM; John Haller, LARO Coulee Dam District Ranger, to LARO Chief Ranger, 8 Oct. 1987, file W2615 Monthly Reports, LARO.HQ.ADM; questionnaire regarding aircraft overflights, 1 June 1996, file Aircraft Overflights, LARO.FS.1107; Hebner phone interview.

[101] Gary Kuiper, LARO Superintendent, to NPS Regional Director, 25 Oct. 1990, file W46 General & Misc. Reg., LARO.HQ.ADM; "Memorandum of Understanding Between U.S. Department of the Interior, National Park Service, and State of Washington Department of Wildlife," March 1992, file LARO.3252.96.2, LARO.HQ.RMO.

[102] LARO, "Resource Management Plan, Natural Resources," 1997: Appendix F, "Project Statements," 121; LARO, *Draft General Management Plan* (1998), 18, 86; CODA, "Resource Management Plan and Environmental Assessment," 1988: 36; Scott Hebner, LARO Natural Resources Specialist, personal communication to Kathryn L. McKay, 4 August 2000.

Chapter 11

Regaining Ground: Leases and Special Use Permits

Many types of special use permits and leases soon will be a thing of the past at Lake Roosevelt National Recreation Area (LARO). Once considered a useful way to encourage development and use of federally owned lands, they are now seen as encouraging privatization of public lands. Over the years, such permits have allowed individuals and companies to use Lake Roosevelt shore lands for industrial, agricultural, and recreational activities. Applications for special use permits began before the National Park Service had even taken responsibility for the recreational development of the new reservoir, and uses gradually multiplied in the ensuing decades. Along with permitted activities came illegal use of federal lands, either through encroachment (an unauthorized use of public lands) or trespass (a more serious violation that usually is handled through the legal process). The problem with encroachments can be attributed partially to the physical configuration of the park, a narrow strip of land sandwiched between the high-water line and a largely unmarked boundary generally twenty feet higher in elevation. Lack of consistent policies and enforcement also contributed to the eventual proliferation of encroachment cases. Park Service philosophy and policies changed by the 1980s to restrict special uses on park lands. When LARO began to revise its policies to bring them into conformance with Park Service guidelines, the park met strong resistance from permittees, adjacent property owners, and local officials. The resulting struggle tested wills, tempers, and managerial skills and ultimately changed the appearance and operating philosophy of the park.[1]

Developing Policy for Special Park Uses, 1940s

Requests for special use permits began arriving before water filled the newly cleared reservoir behind Grand Coulee Dam. At that time, the Park Service was working on field studies and initial plans for the recreation area, but it had not yet been assigned the job of development and administration. The U.S. Bureau of Reclamation continued to administer the area until the two agencies signed a memorandum of agreement in July 1942. During negotiations for the interagency agreement, Reclamation insisted that all funds generated by special use permits go to a special account to benefit the Columbia Basin Project.[2]

Even after the agreement was signed, the Park Service did not immediately take over the administration of special use permits. In August 1942, Landscape Architect Philip Kearney, the sole Park Service employee then at the reservoir, reported that there had been several applications for permits in the past few days, including one for a sawmill and tramway at Kettle Falls on lands considered for recreational development. F. A. Banks, Reclamation Supervising Engineer, was pressuring the Park Service to handle these permits, but Kearney did not yet have either authority or a formal policy. He appealed to the regional office for help. Claude E. Greider, Park Service Recreation

Planner and later first LARO Superintendent, suggested that Kearney send all applications to the Regional Director with a full report and recommendations. When considering the sawmill application, he should assess the need for a mill in that location, the integrity of the applicant, and the possibility of finding an alternate location that would not compromise recreational values.[3]

> **As a general policy it is agreed that a special use of the Reservoir Area by an individual is a privilege and not a right, and that each special use must be justified in the public interest. Inquiries proposing apparent detrimental uses of the Area will be rejected by the Park Service without the formality of preparing standard applications.**
>
> **-- Claude E. Greider, NPS Recreation Planner, April 23, 1943[4]**

Greider's arrival at the reservoir in late December 1942 doubled the Park Service staff in the area. He took over administrative responsibilities and by early 1943 had developed guidelines for special use permits. Greider's primary concerns were that no special use should conflict with Reclamation's primary project needs or the Park Service's plans for recreational development. He laid out a general policy with the underlying premise that a special use of federal land was a privilege instead of a right. Did it contribute to needs of area residents economically, socially, or for recreation? Was it safe and fair? Would it set a bad precedent? What were the potential effects on wildlife and scenery? Was there an area outside the reservoir that would fill the applicant's need equally well?[5]

During the next year, Greider worked on both the permit application form and a schedule of fees, both of which needed Reclamation approval. After the form worked its way through various levels of bureaucracy, Banks informed Greider in April 1944 that it had been approved and he would soon be receiving five hundred mimeographed copies. The only major change was the deletion of grazing and agricultural permits for lands adjoining reservations pending determination of Indian rights to these areas. The Reclamation counsel also added a standard clause releasing the United States from responsibility for any damage the permittee might incur from fluctuating lake levels. The initial fee schedule covering six possible uses quickly expanded to eleven as requests rolled in during 1943. Greider recommended the fees apply to permits of one year or less, with applicants having the option to renew for an additional four years. He believed that anything longer than five years needed to be covered under a license, lease, or easement, with the fee based on the current value of the land.[6]

The 1946 Tri-Party Agreement mandated that the Park Service take primary responsibility for special use permits involving federal lands and waters. The agency was instructed to issue permits for legitimate industrial and recreational purposes, along with agricultural and grazing uses, for lands in the Coulee Dam Recreational Area. The Office of Indian Affairs (OIA), however, handled all agricultural, grazing, and log dump permits in the Indian Zones. The Park Service also assumed responsibility for all permits and leases issued by Reclamation to date. Each permit had to contain clauses to protect Reclamation from responsibility for damages and to place the interests of the Columbia

Basin Project above all other uses. Finally, all payments collected by the Park Service were to be deposited into a special account that was conveyed periodically to Reclamation.[7]

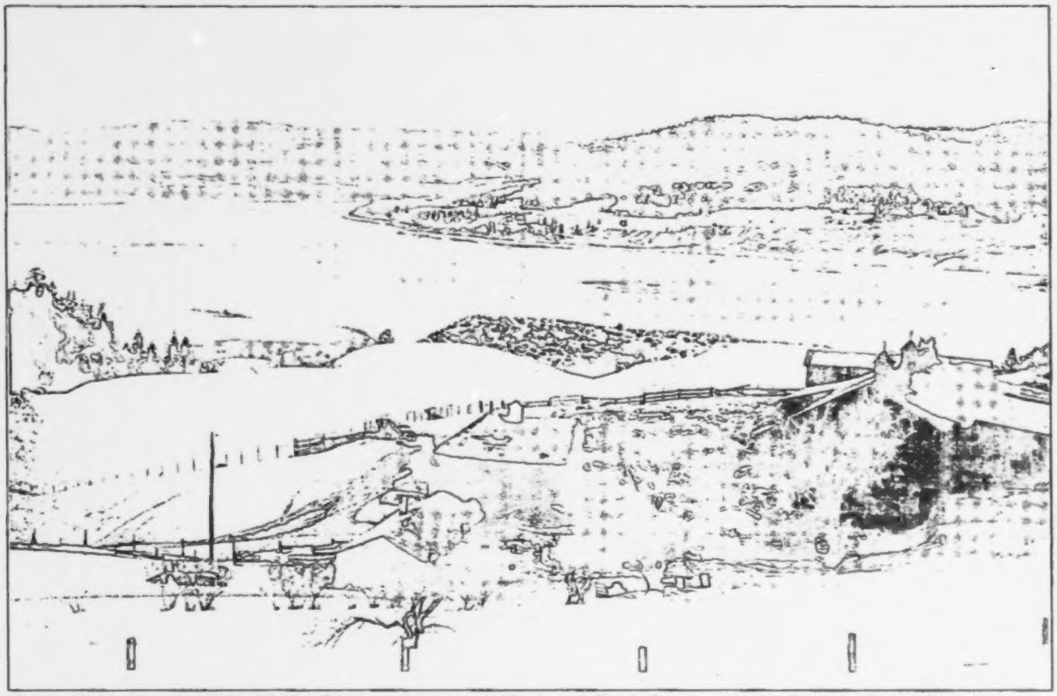
Although the two agencies discussed transferring all special use permits to the Park Service in 1943, LARO did not assume full administrative control until 1947. The transfer eliminated the need for Reclamation's concurrence on any permits. The Park Service notified all permittees and leaseholders of this change. The administration of permits was not as well coordinated between LARO and OIA, however, and in May 1950 two LARO rangers met with the Superintendent of the Colville Agency to discuss his policy of allowing use of Indian Zone lands without permits. "This inconsistency in administration of area lands has caused us some embarrassment with the public," admitted Superintendent Greider. The two agencies took steps to apply permit policies more consistently.[9]

Special use permit fees, 1943:

Minimum fee	**$5**
Private boat dock	**$5**
Commercial boat dock	**$25**
Boat and barge construction	
Pleasure craft	**$5**
Commercial craft	**$25**
Boat service	
Gas and oil	**$10**
Gas, oil, supplies, boat storage	**$50**
Grazing	
Sheep	**5 cents/head/month**
Cattle and horses	**25 cents/head/month**
Watering stock with necessary fencing	**$5**
Livestock drift fence	**$5**
Pumping plant and pipe line	
Private, domestic and irrigation	**$5**
Public, town or resort	**$25**
Agriculture, cultivation	**$2/acre** **but not less than $5 total**
Log dump and log loading	**$25**[8]

Early Permits for Agriculture, Industry, and Transportation

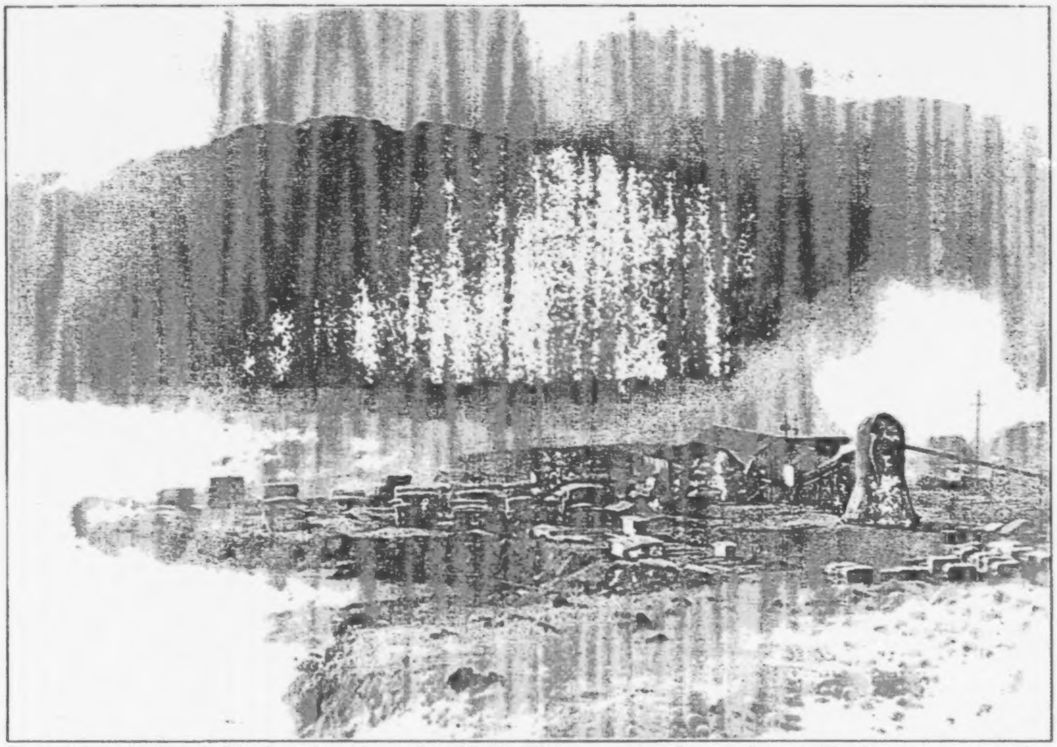
Within a few years after the establishment of LARO, livestock posed a considerable trespass problem for federal land managers. Large areas between the high water level and the 1,310 line had grasses suitable for grazing, attractive to cattle on adjoining lands. It was also attractive to the ranchers and farmers who viewed the vacant, unfenced land as available for free use. Reclamation and the Park Service discussed ways to deal with the problem, including increased patrols, asking county commissioners to establish herd districts, and securing public cooperation through education. Initially, LARO was reluctant to consider opening these lands for grazing since much of the shore land was already overgrazed by cattle. After consideration, however, Greider concluded that



Farm bordering LARO, 1957. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.FS).

grazing could be allowed below the 1,310 line in certain areas, with the stipulation that the tracts be fenced to prevent animals from wandering onto adjacent government land. He believed that containing the livestock would enable LARO to control both overgrazing and noxious weeds. Greider also suggested that some of the best agricultural lands along the shore could be leased for gardens.[10]

LARO considered the bottomland along the Kettle River as "an extreme public nuisance" at the time the agency took over administration. The unfenced area was overgrazed and infested with noxious weeds, causing neighboring farmers to complain. Individual leases did not seem feasible, so the Park Service signed a long-term lease for seventeen hundred acres in January 1948 with the Kettle-Stevens Soil Conservation District, which then subleased the land to the Kettle River Grazing Association. After the Soil Conservation Service drew up rehabilitation plans, farmers undertook the work of fencing and building up the land with legume crops. The Park Service charged just a token fee for the first four years to encourage the work, then began charging in 1952 at the rate of fifty-five cents per animal per month for grazing. By that time, the Park Service believed the program to be a success for both the government and for the lessees. "It is enabling the National Park Service to maintain a normal farm picture along the Kettle River at a minimum cost to the government, and places the area under close administrative control," wrote LARO's Chief Ranger. The lease ran through 1957 and then was renewable on an annual basis for another ten years.[11]



Sawmill at the South Marina site, November 1956. This was one of several sawmills that were granted permits to operate along Lake Roosevelt. Photo courtesy of National Park Service, Harpers Ferry Center (HFC WASO-B-343).

The OIA was particularly concerned with keeping open options for industrial and agricultural uses of lands in the Indian Zones. The agency knew the abundant timber on the reservations provided a source of revenue for the tribes, supplying area mills with an annual cut of at least thirty-five million feet. Because the tribes depended on this income, OIA insisted that recreation planning at Lake Roosevelt not interfere with the development of the timber industry on the reservations, including log dumps, transportation of logs and lumber on the lake, and milling beside the lake. When the Park Service tried to shut down a log dump at Sanpoil Bay in 1943 due to its location at a proposed recreation site, OIA was quick to disagree. The two agencies sparred over this site but resolved the general issue three years later when the Tri-Party Agreement gave OIA responsibility for permitting log dumps in the Indian Zones at sites selected in consultation with the Park Service. Livestock grazing also was important to the tribes and formed a major use of shore lands adjoining the reservations.[12]

The Park Service kept industrial needs in mind when formulating early plans for the development of Lake Roosevelt. Kearney identified three areas for concentration of industrial uses: from Spring Canyon to Plum, the mouth of Hawk Creek, and the original townsite of Kettle Falls. He also suggested that industries would want to use water transportation for both raw materials and finished products. Lincoln Lumber Company already operated a mill at Hawk Creek in 1941, and within three years there were three more mills running beside the lake. The lumber industry boomed after the end of World

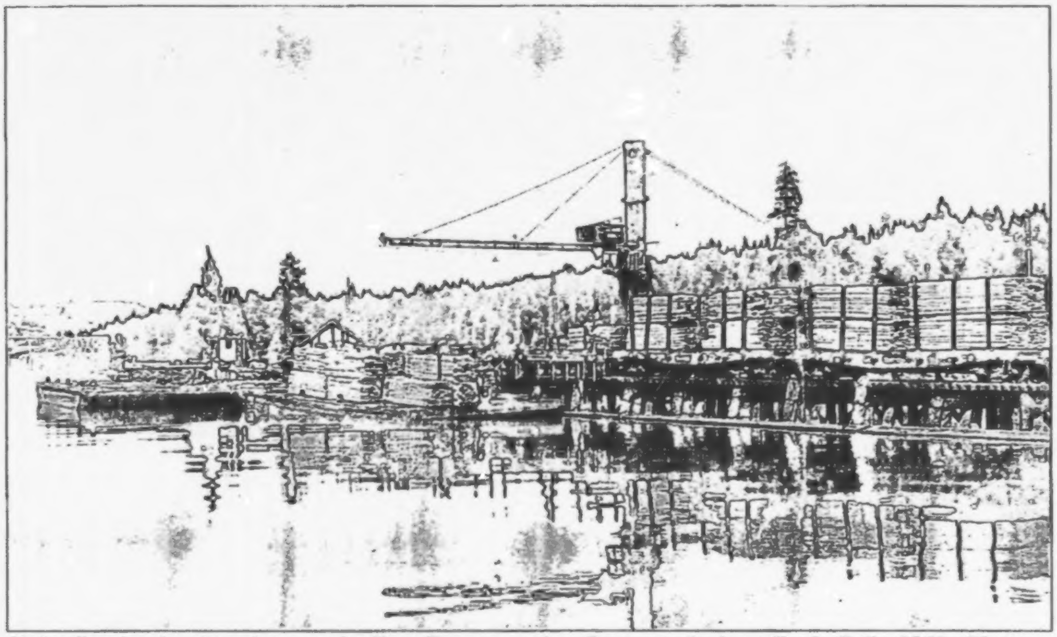
War II, and the forests around Lake Roosevelt were harvested heavily. There were twenty-seven permitted logging uses in 1948, and by 1951 demand was so high that some dumps had to serve two operators.[13]

While the Park Service was willing to grant permits for industrial use of federal lands, the agency also had to deal with the resulting downside of permits – encroachments and trespasses. The post-war increase in logging brought problems of trespassing on government lands at LARO, an issue that has plagued land managers since. The OIA told the Park Service of timber trespass at Cedonia, Fall Creek, and other locations in the fall of 1945, where loggers evidently had ignored the need for a permit and cleared the reservoir shore for use as landings. By December the loggers sent a check for $98.20 to the Park Service to cover 19,640 feet of pine logs taken, valued at $5 per thousand board feet. Two years later, Superintendent Greider ruled that a Deer Park lumber company's cutting of 65,000 board feet on recreation area lands appeared to be accidental, based on an error in running the boundary line, and he assessed the company $295. When the same company trespassed again in 1955, the Park Service recommended a fine of double the stumpage rate.[14]

The long body of calm water formed by Grand Coulee Dam offered opportunities for transportation, with tugboats and barges providing a convenient means of moving logs and lumber for the growing timber industry. One of the first to enter this market was Albert "Cap" Lafferty, an experienced operator who had been running tugs on Lake Coeur d'Alene in Idaho since 1918. He was quick to see the potential at the new Columbia River Reservoir and received his certification from the Interstate Commerce Commission in August 1941. After the Great Northern Railway agreed to extend its line to the lakeshore at Kettle Falls, Lafferty established his headquarters there. The Park Service gave him a special use permit in November 1943 to build barges at a site on the south bank of the Spokane River. The following year, Reclamation signed leases with Lafferty for a spur track at the Kettle Falls bridge as well as a tugboat terminal near Lincoln Lumber Company.[15]

Problems arose within a few years. Although both Reclamation and the Park Service approved Lafferty's request in 1945 to build employee housing at the terminal in Kettle Falls, by April 1947 Greider told Lafferty that he would have to remove the temporary housing, contending that LARO had approved neither the location nor the sub-standard construction. Lafferty agreed to comply with Park Service regulations, but Greider was unimpressed. "By his evasive actions over a long period, we feel he has no intention of complying," Greider wrote. "His promise of cooperation . . . is empty of any sincerity." Evidently the Park Service had been watching Lafferty's lease for some time but did not want to make an issue of it until the agency gained full jurisdiction over the recreation area. Once this happened, Greider moved to resolve it speedily, hoping to demonstrate to others that the Park Service had the courage to enforce its lease provisions.[16]

The issue was not resolved quickly, however. After receiving no response from Lafferty, Greider cancelled the lease in August 1947. At that time, the tug company had not only retained the three shacks that the Park Service found objectionable but had also added a



Unloading lumber from barge at Lafferty Transportation Company docks at Kettle Falls, 1955. Photo courtesy of National Park Service, Harpers Ferry Center (HFC WASO-B-350).

fourth building plus a six-hundred-foot access road across federal land. Lafferty complained that LARO was "very abrupt" with its cancellation and was not taking into account the dismal economic climate that limited his ability to develop his business properly. He asked for a continuation of the lease. Through inaction, the office of the National Park Service Director effectively granted an extension, causing Greider to complain three months later that the delay was "developing into an acute situation" for LARO, and he asked the regional office to intervene. Greider was feeling under siege at this time, hampered by lack of funding for the recreation area yet pushed by local residents who wanted immediate development. Lafferty's lease was one more stress he did not need. "Possibly age and fiscal uncertainties are finally making me edgy," Greider confided to Regional Director Herb Maier. He continued:

> But delays of so many different kinds with relation to this area have created an explosive condition with relation to the public. Any one of a number of fuses might touch off the works if the match is applied. One way to forestall this is to keep a tight check rain [*sic*] on uncooperative elements by demonstrating efficient operation – such as it is.[17]

Lafferty appealed the final cancellation of his lease in January 1948 and was told he would have to reapply to Greider for a new lease. Instead, after various discussions, LARO bypassed Lafferty and leased the land to the Great Northern Railway, which then subleased to the tug operations. Greider was relieved: "I feel that the Great Northern can handle Mr. Lafferty just as effectively as we can with much less controversy."[18]

A number of individuals applied to LARO for permits to install water pumps, for both domestic use and irrigation. In addition to the Park Service permit, they also had to get a permit from the state for the amount of water to be withdrawn. Some installed pumps in trespass and when caught, they were encouraged to get the proper permits. Greider assured one such violator that LARO was "anxious to cooperate with any individual desiring to make proper use of Coulee Dam Recreational Area." Permits could be approved quickly if their locations did not interfere with planned recreational use. By 1947, however, Greider began to have concerns about future impacts from these leases. Although there were only nine permits or leases for pumps at that time, he foresaw potential problems if people claimed that a state permit gave them a right to use federal land. LARO continued to issue these permits, however, and water withdrawal systems have caused few problems for LARO over the years. They remain one of the few special uses still allowed at the park.[19]

Early Recreational Permits

In addition to industrial and agricultural uses, the Park Service hoped to encourage recreational use of the reservoir lands by allowing leases for summer cabin sites. Although requests began coming in before the agency had even assumed full administrative authority for the area, LARO staff did not begin to concentrate on this issue until 1952. There were a number of concerns that needed resolution before leasing could begin. Among the first of these were questions about the Park Service policy of clustering cabin sites in groups of ten or more. R. T. Paine, president of the Colville Chamber of Commerce, understood the practical reasons for this policy, especially when locating roads and utilities. But he said that local people did not favor such groupings, claiming "that if a person is primarily interested in paved roads and utility developments and groups of homes he has them right on the block on which he lives." The Chamber members suggested instead that LARO set aside all areas considered for public recreational use and then open the rest to summer homes, accelerating development of the area.[20]

Park Service reaction to these ideas was mixed. Thomas J. Allen, National Park Service Assistant Director, explained the agency's policy of arranging the sites to maximize the attraction to both cabin occupants and visitors to Lake Roosevelt. He assured Paine that the Park Service would consider applications for specific sites, considering the merits of each one. Allen told the Regional Director that Paine's ideas had merit, and the agency would like to see if they would help solve the summer home problem in one recreation area, namely LARO. Still, he was troubled by the need to formulate policy for summer homes in the new national recreation areas (NRAs), where he saw the need to balance Park Service planning standards against demands from users, public relations, and delays engendered by prolonged periods of planning. Greider realized that he needed to make progress on the summer home lots at Lake Roosevelt, but he was concerned about a lack of policy, especially since it looked like Allen was willing to abandon the established policy of grouping homes.[21]

Greider and his staff began looking at potential summer home sites in the summer of 1952. They were concerned about the possibility of landslides, so they enlisted the help of Fred Jones, from the U.S. Geological Survey (USGS), to examine all sites under consideration. The Park Service also sent Harold Fowler, Landscape Architect from the San Francisco office, to look over potential sites in the Kettle Falls District. The recommendations included the North Gorge area (25-30 homes); Nancy Creek (3-4 homes, with crowding); Kettle Falls (5-6 homes at a bare and hot site); Kettle River; Barstow Flats (40-50 homes); and Colville River (4-6 homes). In addition, the group recommended an area on the Spokane Indian Reservation about one mile north of the Spokane River, with access off Highway 25. They considered this site so desirable that they included it despite the difficulty they anticipated in working out an agreement with the Spokane Tribe. The group also eliminated Marcus Island from consideration since Jones believed that the island would disappear within a short time. A few weeks later, LARO Chief Ranger Robert Coombs flew Fowler over the Spokane Arm where he selected three additional sites suitable for 50-80 homes. Greider, however, discounted these sites both because of landslide potential and because LARO had not yet selected areas for recreational development along the Spokane Arm.[22]

Greider added three more areas to the list of potential summer home sites during December 1952 and January 1953. These included the Sherman Creek area, Rickey Point, and Bossburg. LARO spent considerable time working out the problems connected with the Sherman Creek sites since interested applicants included eight or nine prominent citizens from the Colville area. Greider warned that the access road would be costly, but those interested did not seem concerned about bearing this expense. The LARO Superintendent initially did not believe that the Park Service should build such roads because he could not justify the expenditure of public funds to benefit a select few. He later reconsidered and told a group wanting to use the Sherman Creek area that Park Service policy called for the agency to build permanent roads to cabin sites. Due to lack of funds, however, this could not be done for at least a year, and he suggested that the group do rough clearing on the right-of-way to allow them temporary access.[23]

By the spring of 1953, the summer home list had been considerably revised. All of those sites considered the previous August were dropped, replaced with Sherman Creek, Rickey Point, and Bossburg, with a fourth site at Kettle Bridge to be added that summer. Greider expected that Rickey Point would eventually include seventy sites, while Sherman Creek would have ten and Bossburg up to fourteen.[24]

As the Park Service worked on developing its policies for summer cabins, LARO personnel consulted with U.S. Forest Service officials, both locally and regionally, to see how that agency handled such permits. They found that the Forest Service no longer mandated standard lot sizes but instead let the size vary according to topography, usually three-quarters to one acre. The agency provided all access roads to avoid problems with substandard roads that often ruined scenic values of an area. It also gave permittees assistance with planning docks and other marine facilities, again to avoid substandard construction. The agency allowed one residence per lot, along with garages, barns, guest houses, and other structures. Leases had been reduced to twenty years, but following

C. Buddrius family working on their summer cabin at Rickey Point, 1957. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

public complaints the Forest Service was considering raising the term to ninety-nine years again.[25]

LARO guidelines, when finally released, did not follow Forest Service precedent on many issues. Lot sizes were kept to approximately one-half acre, with annual rents of $25. The term of the lease was for twenty years, with only one attractive, well-built home allowed on each lot. Permittees had to clear all building plans through both LARO and the Department of Health, and all docks, fences, and other structures needed the park's approval. LARO agreed to locate all access roads, but the permittee had to build these initially. Although the Forest Service tried to leave a buffer strip between buildings and water to encourage public use of the beaches, LARO planned to limit such public access at Rickey Point. "It would be undesirable to have the general public utilizing the subdivision water front and other facilities which may be provided by the residents for their use," suggested the Regional Landscape Architect. LARO policy on this point changed dramatically over the next thirty years.[26]

Despite the progress made in summer home development during 1952, Greider was frustrated by delays the following spring. He needed approval for a special use form for these cabins, submitted in January, and he needed help from the regional office to stake lots. With the arrival of spring, local people were expecting approval of permits so they could begin building, and Greider feared that the Park Service would be embarrassed if there were a delay. There were further setbacks when USGS geologist Jones condemned nearly one-third of the Rickey Point development because of landslide potential. Additional problems with rights-of-way held up access roads. Greider finally received approval for the cabin developments in April 1953, and he began staking lots immediately.[27]

Greider noted two changes in policy from that originally announced in the fall of 1952: lease rates had increased to $35 per year and the Park Service had reverted to its old policy of locating cabin sites in groups of ten or more. Under the policy previously advertised for LARO, however, several individuals had applied for isolated sites that would accommodate up to four cabins. Greider believed that the park needed to process these applications as originally announced to avoid further embarrassment. It is not clear if the Park Service approved these exceptions or not, but apparently no individuals took up leases on isolated lots at LARO. Instead, the park confined its plans to Sherman Creek, Rickey Point, and Bossburg, with developments limited eventually to just the first two locations.[28]

During the next few years, the public continued to pressure LARO for additional cabin sites, none of which were approved. The Park Service developed plans for a group of summer homes at Keller Ferry in 1955, and two years later individuals were asking for sites at Haag Cove and on the Spokane Arm. Although LARO Superintendent Hugh Peyton supported the Keller Ferry plans, he resisted increased development elsewhere, fearing that it would preclude future public use. To prevent just such a situation, he had LARO staff put two small campgrounds at Haag Cove in April 1957, complete with a sign. Peyton referred to the installation of these minor developments as "homesteading," and he did this in various places to keep sites in public hands. He also noted another group that was using political pressure to secure first choice of cabin locations on the Spokane Arm. This caused him to suggest public drawings for assigning cabin sites. "By using an impartial method of intermittently allocating these available sites," he suggested, "we could point to our fair method of taking care of this situation and be able to distract from the strength of selfish pressure groups which are springing up like toadstools around the area." The Director's Office approved these proposed changes, along with rewording of the lease to identify these developments as vacation home sites rather than residential lots.[29]

Adjacent landowners occasionally trespassed on government lands, knowingly and unknowingly, when building cabins. In one case, Mr. and Mrs. Paul Moody acquired land at the mouth of Fifteen Mile Creek around 1940, before the boundary line was clear, and they began construction four years later on what they thought was their property. They believed that LARO agreed with their assessment since a ranger never questioned the location of their cabin when he told them ca.1947 that they needed a permit for their dock. By 1958, however, it was clear that the building was on federal lands. Reclamation Field Solicitor Paul Lemargie took a hard line, telling Moody that he could not legally lease the land and asking him how soon they could move their cabin. This provoked an emotional plea to President Eisenhower from the now-retired couple who professed to be "heartbroken" at the thought of tearing down the cabin they had spent fifteen years building. Thus began more than fifteen years of permits, cancellations, and appeals.[30]

The Moody trespass, along with several similar ones, demonstrates the inconsistencies of Park Service permits and enforcement, not just at LARO but also at the regional and national levels. Superintendent Homer Robinson believed that Moody should have known that he was building on federal land since his cabin sat just twenty-five feet from the water, approximately one hundred fifty feet inside the boundary. He suggested that LARO could offer Moody a permit for up to twenty-five years, but he thought that twenty years should be the maximum. "It must be recognized that such action might establish a precedent detrimental to our best interests," he warned. Robinson argued that other trespassers should be given similar consideration, especially since one man was elderly, in poor health, and living on welfare. The case went to National Park Service Director Conrad Wirth, who offered the Moodys a five-year permit with the stipulation that the cabin be removed or revert to the government at the end of the period.[31]

The case did not end that simply. Another emotional plea to the President in 1961 bought the Moodys an additional five years. When the cabin still stood in 1968, LARO Superintendent David Richie had lost his patience with the Moodys and a similar case. He questioned whether these trespasses were "entirely innocent" since the owners should have gotten a boundary survey before building. Furthermore, if the Park Service believed that the land at LARO was for the use of the public, the agency should not tolerate such prolonged trespasses. The regional office overruled Richie, saying that there was no indication that the Moodys' trespass was deliberate and LARO had no plans for public recreation at the site. The "further pursuit of cabin removal seems to place the Government in a very arbitrary position," wrote Raymond O. Mulvany, Acting Regional Director. He asked Richie to keep renewing the special use permits for the lifetime of the tenants, deleting the stipulation that the cabin be removed.[32] The then-elderly couple moved to a new cabin on their own land in 1973, but removal of the offending cabin took at least another year. The foundation, bridge, and outhouse, located on federal land, remained at least several more years.[33]

Since the 1940s, LARO has permitted organizations to secure long-term leases for group camps. Boy Scouts of the Grand Coulee Dam district were the first to apply, securing a one-year special use permit in 1944 for a camp on the northern shore of the reservoir across from Spring Canyon. Four years later, Troop 79 of Wilbur applied for a twenty-year lease for a permanent youth camp along the lake between Jones Bay and Hanson Harbor. Their plans included a lodge, dock, campfire circle, sanitation, water supply, and play area. When not needed by the scouts, the group planned to make the facilities available to other youth groups, including girls. While Greider encouraged such use of park lands, staffers in the regional office had mixed reactions. Despite these differences, LARO approved both the special use permit and the building plans in 1949, in time for the group to pour the foundation before freezing weather set in.[34]

The following year the Council of Churches in Seattle asked for a long-term lease for a summer camp at Lake Roosevelt. Greider initially recommended approval of the lease because of the program's character and statewide nature. The Park Service wanted to see some preliminary plans before approving the lease, but the Council said that it needed the lease before it could proceed with fundraising and planning. The agency believed it should make every effort to help them develop good plans, and the regional office considered having a landscape architect meet with the camp committee to discuss layout and planning. The issues were the same in 1952, with LARO still wanting to see some plans before granting the lease. At some point, the Council dropped the idea and the camp was never built.[35]

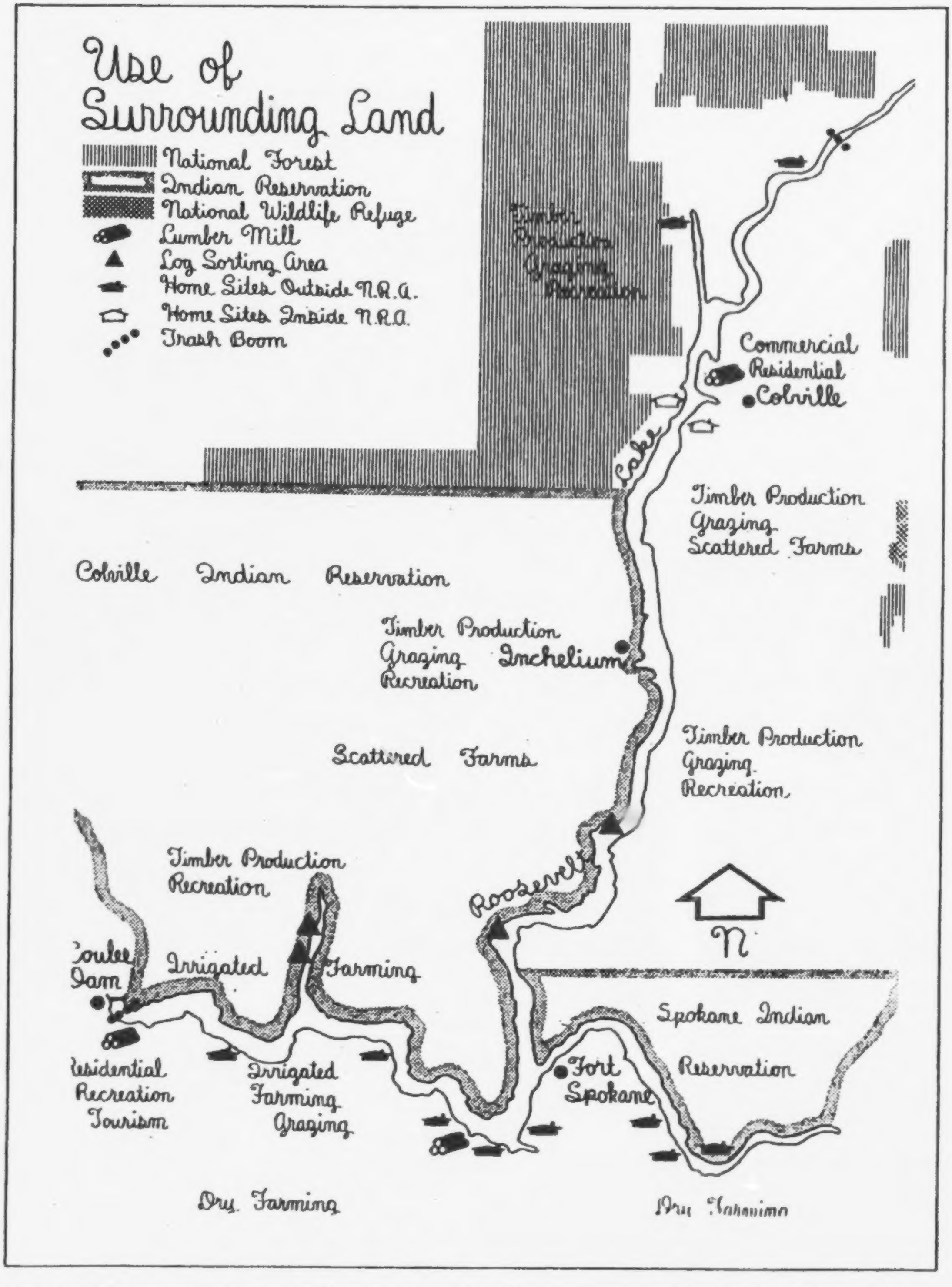
LARO permitted another group facility, Camp Na-Bor-Lee, in 1966 when a civic group from Stevens County leased land fifteen miles north of Fort Spokane. As a gesture of both goodwill and good public relations, the Park Service assisted the group in preparing initial plans. The agency stipulated that a substantial part of the development work needed to be completed within five years.[36]

Many who had vacation cabins, either on federal lands or adjoining private lands, wanted to build docks to provide mooring for boats as well as enjoyment for swimmers. The permitting process was easy initially. Reclamation policy in 1943 required a drawing showing the location of the site in relation to the nearest section line. It is probable that the Park Service continued this simple policy when it took over special use permits because there was no need for excessive regulations with very few docks on many miles of undeveloped shoreline. Permits became more complicated by 1963 when the U.S. Army Corps of Engineers reminded LARO that anyone applying to do work, primarily dock construction, within the navigable waters of the Columbia River system needed to obtain Corps approval. The Park Service could not waive this requirement for permittees, nor could the Corps waive the need for a special use permit from the Park Service. Despite these extra restrictions, LARO officials recognized by the mid-1960s that individual docks had increased so greatly that they needed to be consolidated in "unit locations" to keep the shoreline free for public use. The park began developing policies and standards for community docks in 1967.[37]

Attempts to Gain Control of Special Park Uses, 1960s and 1970s

The somewhat lax approach to special use permits and leases at LARO began to change in the 1960s, followed by increasing restrictions in subsequent decades. After an extensive comment period, the Department of the Interior adopted new regulations in 1966 governing cabins on federal lands. Under the new rules, federal agencies could not cancel leases prior to the termination date. They could, however, renew such leases if this appeared to be in the public interest.[38]

Passage of the Federal Land Policy and Management Act of 1976 led to a dramatic increase in cabin lease fees at LARO. Under the new requirements, fees for private uses of public lands had to be based on current market value and determined using competitive commercial practices. LARO's $35 annual fee obviously did not meet these standards, so the park staff worked with the Stevens County assessor to arrive at an appraisal of $7500 per lot. Using a 6 percent rate of return, the staff then determined the new fee to


Use of Surrounding Land
National Forest
Indian Reservation
National Wildlife Refuge
Lumber Mill
Log Sorting Area
Home Sites Outside N.R.A.
Home Sites Inside N.R.A.
Trash Boom
Timber Production Grazing Recreation
Commercial
Residential
Colville
Lake
Timber Production
Grazing
Scattered Farms
Colville Indian Reservation
Timber Production
Grazing
Recreation
Inchelium
Scattered Farms
Timber Production
Grazing
Recreation
Roosevelt
Timber Production
Recreation
Coulee
Dam
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Spokane Indian
Reservation
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Spokane
esidential
Recreation
Tourism
Irrigated
Farming
Grazing
Dry Farming
Dry Farming

Map showing uses of lands along Lake Roosevelt, 1968. (U.S. Department of the Interior, "Master Plan of the Coulee Dam National Recreation Area," 1968: 17.)

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be $450 per year, effective May 1977. They realized the hardship of such a large increase, however, and phased it in over a three-year period. Thus, the first year cost $150, the second $300, and the third full price. The Park Service agreed to renew leases for five-year periods, but with the entire lease program under review, the agency cautioned lessees not to expect lease extensions to continue indefinitely. Lessee reaction to the increased fees was not documented.[39]

Under the Tri-Party Agreement of 1946, leases and special use permits for reservation lands were administered by two different agencies: OIA (later the Bureau of Indian Affairs, or BIA) was in charge of all agricultural, grazing, and log dump permits, while the Park Service administered all other uses. This began to change with the Solicitor's Opinion in 1974 that directed the three agencies to negotiate a new management agreement to include both the Colville Confederated Tribes (CCT) and Spokane Tribe of Indians (STI). Initial negotiations produced no results, so the three agencies met in March 1977 to determine jurisdiction for special use permits for freeboard lands in the Indian Zones. They agreed that BIA would continue with its previous responsibilities, but Reclamation took over all other Indian Zone permits from the Park Service. The Bureau and Park Service then drew up another agreement giving the Park Service administration of all permits outside the Indian Zones.[40]

By the early 1970s, LARO staff realized the need to get control of special use permits and, even more importantly, associated encroachments. Previous administrations had tried to correct the difficult situation. In 1957, for instance, the superintendent reported that, with 172 permits, his staff had spent considerable time that year locating boundaries for citizens who questioned lines. Superintendent Homer Robinson knew that marking the boundary would help but recognized the futility of such a proposition given the total project cost of nearly $1 million. The park staff made progress in 1972 inventorying permits and checking status and transgressions, but they soon realized the need for a Land Management Specialist to work at this full-time.[41]

Daniel J. Farrell arrived in June 1974 to fill this new position. He found approximately three hundred permits, many of which had not been adjusted since the 1940s. Kettle Falls District Ranger Don Carney gave Farrell his views of the situation that summer. "We are facing an immediate problem which could run completely out of control over the near term: that of people using government lands as if they owned them privately," he warned. He traced the source to adjacent owners and developers rather than visitors. He suggested that press releases discussing the problem and potential consequences would help, along with publicity surrounding a few notable citations. Some areas might need fencing, while others might have to be closed to grazing. Another improvement, in Carney's view, would be the simplification of the dock permitting process. All in all, "the quality of the water experience people have here will depend increasingly on how we manage our lands."[42] LARO adopted a new fee schedule in July 1977. Farrell managed to reduce the permits to 182 by combining several on a single permit, and revenues increased from $8,600 in 1976 to $10,500 a year later. He continued to work on the issue until he left the park in 1982.[43]

Changes in Policy, 1980s

Special use permit policy came under even greater scrutiny starting in 1981 with the arrival of a new superintendent, Gary J. Kuiper. He was experienced in dealing with trespass and encroachment issues, having started with this during the early 1960s when he was a ranger at Natchez Trace Parkway in Mississippi. "I kind of waded into that and was successful in turning around a tradition of inappropriate use of public lands," remembered Kuiper. "That's kind of followed me my whole career." Turning around the well-established situation at LARO proved to be a challenge for Kuiper and his staff.[44]

Early in 1982, Chief Ranger Charles V. Janda distilled the background and current issues concerning special use permits at LARO. He blamed the dilemma on the Tri-Party Agreement that committed the Park Service to managing the Recreation Zone under a multiple-use concept. He suggested that this management paradox had led to policies with no clearly defined objectives, bringing marginal success and frequently setting untenable precedents. He pointed to several problems and made suggestions for improvement including standardized guidelines and procedures; clearly defined roles; a system to track special use permits and encroachments and to circulate such information among key staff; establishment of goals for resolving encroachments; and an active public relations program that included regular contact with permittees.[45]

The 1982 Resources Management Plan (RMP) showed the influence of both Kuiper and Janda. It, too, pointed to problems stemming from the Tri-Party Agreement that implied that "private, commercial, agricultural and industrial uses are at least on a par with Service developed recreational programs." Forcing the Park Service to assume responsibility for administration of the wide variety of leases and special use permits caused the staff of the 1940s and 1950s to develop land use policies more through innovation and compromise than by strictly following Park Service principles. Most of the encroachment problems could be traced to current permit holders who had built on federal land without detection. Over the years, this had produced enough development along the shoreline to give the impression that much of the lakeshore was privately owned. The RMP admitted that, by 1982, adjacent property owners essentially controlled large areas of Lake Roosevelt waterfront. LARO suggested three possible alternatives for dealing with the complex issue of special use permits and encroachments. The first continued present lax and inconsistent management practices; the second introduced strict and consistent enforcement measures; and the third, the preferred alternative, was a combination of both. Under this approach, the Park Service was to analyze the problem thoroughly, review objectives, and develop policies and guidelines. Managers would be

> **The presence of private facilities at or near the shoreline creates the unmistakable impression that public use within these areas is not invited. In extreme cases, permittees have actually denied visitors access to Federal lands. . . . Essentially, adjacent land owners have de facto control of much of Lake Roosevelt's shoreline.**
>
> **-- LARO Resources Management Plan, 1982[46]**

allowed some latitude in dealing with encroachments to mitigate hardships faced by property owners. Good public relations were important to keep the situation from degenerating into adversarial relationships.[47]

Superintendent Gary Kuiper and his staff developed an Encroachment Plan for LARO in 1982. Although all encroachments were considered violations, Kuiper urged his staff to approach those responsible in a neighborly, non-intimidating fashion. "If our objective is legally and morally valid," he wrote, "our methods must be of equal stature and above reproach." He cautioned his staff not to expect an instant turnaround on a situation that had been building for two or three decades. The Encroachment Plan outlined procedures that designated the District Ranger as the key person in the resolution of all encroachments. Other LARO staff, including the Land Management Specialist, Chief Ranger, and Superintendent, were available for advice and assistance but only if requested by the ranger in charge. The Chief Ranger directed the program, reporting to the Superintendent. The plan emphasized written communications to document each encroachment, with all key personnel kept informed. District Rangers were to inventory all encroachments by June 1, documenting new ones. Minor infractions could be resolved immediately, but more complex ones would need investigation. Special use permits could resolve some encroachments, but the plan cautioned against this approach: "An encroachment is, first and foremost, a violation of the law, not a logical extension of a Special Use Permit or cause for its issuance."[48]

The push to regain control of federal lands at LARO was further strengthened with the arrival of Kelly Cash in 1983. He became Assistant Superintendent, bringing to the job his experience as a planner with the former Bureau of Outdoor Recreation in Seattle. Cash immersed himself in the difficult issues of special park uses, writing much of the policy and correspondence during his twelve-year tenure. "It was like pulling teeth," he recalled, "but it had to be done."[49]

In January 1986, LARO held a parkwide staff meeting at Kettle Falls to discuss new guidelines for special use permits. After dividing the permits into various categories of uses, individuals agreed to draft guidelines. They were encouraged to think about what they were trying to achieve as well as what the resource should look like in twenty years. They also agreed that new permits did not have to be handled the same way as existing ones.[50]

LARO adopted a policy in 1987 to use special use permits as leverage to encourage permittees to remove encroachments. This did not involve putting encroachments under permit, as had been done in the case of the Moody cabin and others over the years. Instead, if verbal negotiation with the permittee failed to produce results, the Park Service could apply special conditions to any existing permits in an effort to promote compliance. For instance, LARO could recommend against renewal until the encroachment was removed. Where the permit had already been renewed, the park could shorten the renewal period to ensure compliance. If the permit were not renewed, the encroachment could be removed by LARO, with the owner paying costs or, in the most difficult cases, it could be referred for legal action. Finally, LARO could refuse to issue the permittee any further permits until all encroachments were removed.[51]

Just as LARO was moving to tighten up special uses, the Park Service did the same with the publication in 1986 of the "Special Park Uses Guideline NPS-53." The new policy stated clear limitations on private use of federal lands, "A special park use must not be granted unless the authority for allowing the action can be clearly cited, its need or value is confirmed, and its occurrence has been judged to cause no derogation of the values or purposes for which the park was established, except as directly and specifically provided by law." Derogation involved a judgment call based on the particular park and the context of the park use. It included not just physical resources, but visitor experience as well. The Park Service encouraged phasing out existing activities and uses that conflicted with this policy. The agency knew that permittees would resist the changes, so it stressed the need to keep careful administrative records to support all decisions. Before any controversial termination, park managers needed to assess the performance of the permittee over time, examine the legal/policy implications of both approval and denial of the permit, assess the impacts, and list alternatives that might achieve desired ends.[52]

As LARO personnel moved into action, they sought approval from Reclamation for their new policies. Following an interagency meeting in November 1986 to discuss land management at LARO, Reclamation's Regional Director restated his agency's policy. In general, it did not object to other land uses as long as they did not interfere with the primary purposes of the project. Reclamation did not, however, approve of "private or semiprivate uses" of Reclamation lands unless denial of such use would amount to a hardship, such as with a utility right-of-way. The Bureau had transferred management responsibility to the Park Service, but it still expected coordination of the two agencies on land-use decisions. It deferred to the Park Service on all other management issues. The Park Service Regional Director compared Reclamation policy with NPS-53 and found the two "very compatible." He was relieved, since individuals cited for encroachments often questioned Park Service authority and policy. "As we address these conflicts, it will be beneficial to cite the mutually supportable policies of both our agencies." He promised that the Park Service would work with Reclamation at Lake Roosevelt when developing new land-use guidelines.[53]

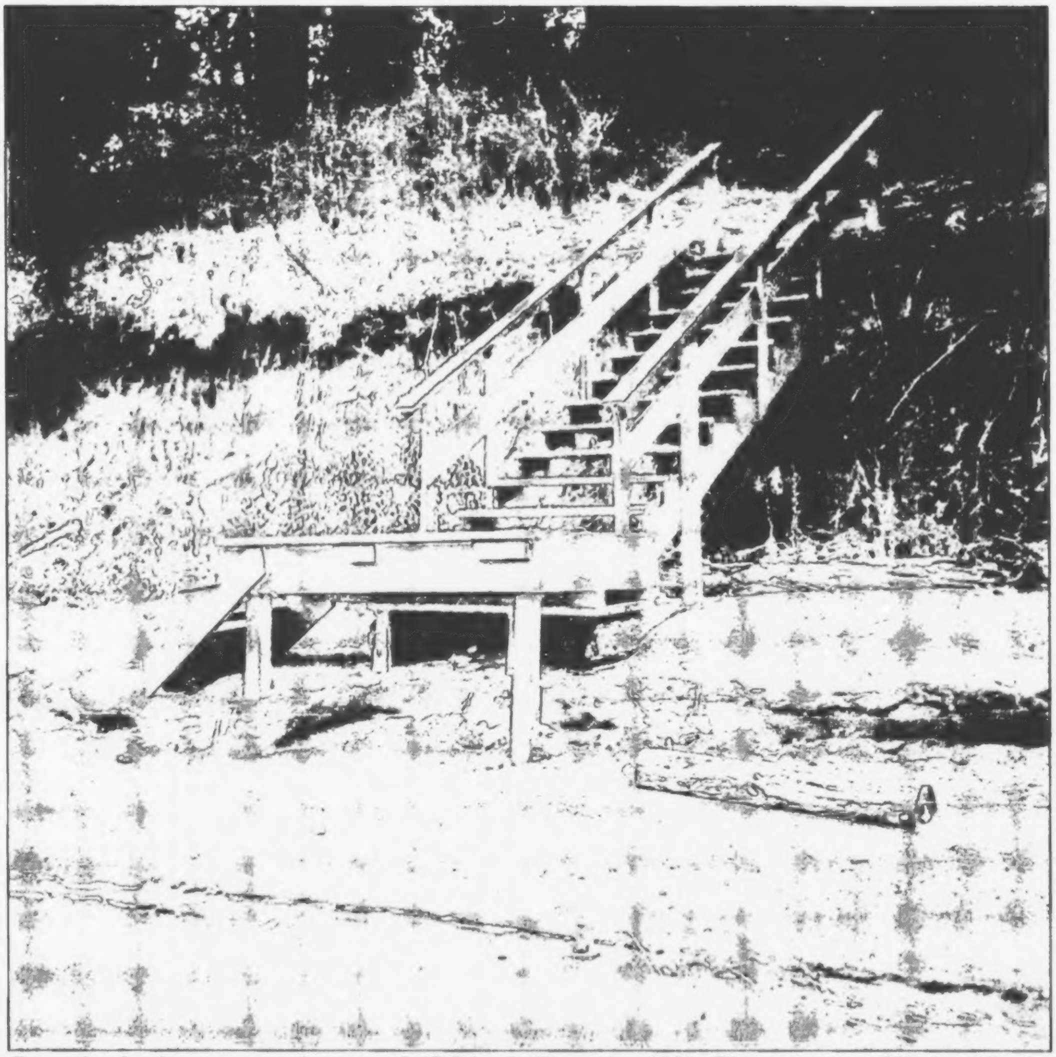
During this same time, the Park Service requested permission from Reclamation to keep the fees it collected from special use permits to help offset administrative costs of managing permits and leases at Lake Roosevelt. These expenses had risen steadily with the increase in permits and the complexity of the situation, yet LARO received no funding for this work in its base appropriation and no reimbursement from Reclamation. Instead, the agency used funding designated for both visitor services and resources management to administer permits. The Park Service estimated the costs at $50,000 per year, with revenues from permits and leases totaling approximately $22,000 per year in FY1984-1986. Reclamation agreed in September 1987 to let the Park Service keep the fees to partially offset administrative costs. Within a few months, Gordon D. Boyd, LARO's Chief of Interpretation & Resource Management, did a careful analysis of the costs of administering special use permits. The twelve staffers working part time on permits amounted to 2.11 full-time equivalents for the permanent, full-time employees and .10 full-time equivalents for the temporary rangers. Adding wages, benefits, and support costs, the total came to $66,275 per year. Boyd estimated FY1988 permit fees would total $23,242, leaving $43,033 to come from the Park Base.[54]

Special Park Use Management Plan

In 1987, Superintendent Kuiper and his staff began drafting a "Special Park Use Management Plan" to bring LARO policies into line with the recently released Servicewide guidelines in NPS-53. The park released the draft for review in February 1989, providing copies to commissioners in the surrounding counties, various user groups, and individuals. LARO staff held public meetings with the Lake Roosevelt Property Owners Association, Lake Roosevelt Development Association, Seven Bays Homeowners Association, Save Our Shorelines Association, three yacht clubs, and two fishing clubs. All meetings gave the Park Service a chance to provide information on the draft plan and offered citizens a chance to comment. LARO also distributed more than one hundred fifty copies of the draft and extended the comment period from March 10 to September 15. Despite this, there were just fifty-six written comments showing opinion roughly split, with twenty-nine in favor of the new plan and twenty-seven opposed. During this review period, LARO placed a moratorium on new applications for special use permits.[55]

LARO's Special Park Use Management Plan laid the groundwork for a total revision of the leases and permits allowing private use of lands within the NRA. The plan stressed the Park Service policy to end all private uses that were either incompatible with public uses or not in the best interest of the public. In addition, Congress had mandated that the Park Service conserve resources to "leave them unimpaired for future generations," and LARO management had determined that most special uses caused impairment. The park saw a conflict between the more than two hundred special use permits and the significantly increased visitation that impacted both resource management and public relations. Given this background, LARO arrived at a management goal: "to protect the natural appearance of the lakeshore and restore the public shoreline to natural open space for use by the general public."[56]

This goal meant a radical change for LARO and its permittees. The plan called for no further special use permits that did not meet the guidelines of NPS-53, along with a phasing out of those existing permits that failed these standards. Only permits deemed compatible would be renewed. Given these tough standards, any improvement that suggested private ownership was scheduled for phase-out, including all boat docks (both private and group), boat houses, gasoline storage tanks, stairways, patios, lawns, landscaping, fences, fireplaces, sheds, and flag poles. In addition, all grazing and agricultural permits would be phased out, the first by 1995 and the second by early 1998. The only special use not targeted was private water-withdrawal systems that would be allowed under permit as long as the facilities were unobtrusive. After all, withdrawal of water for agriculture had always been compatible with Reclamation's project purposes.[57]



Example of stairway encroachment on LARO lands, September 1991. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.PAO).

To soften the effect of these drastic changes, LARO proposed a phase-out period for all uses scheduled for termination. Although such phasing out did not meet NPS-53 guidelines, the Park Service viewed this as a compromise as well as a way to allow owners to amortize their investment. For instance, following termination of the current permit, all private docks would be extended for one five-year period, ending no later than 1997; any group dock could be extended for two five-year periods, with all terminated by 2002. Lawn permits had a shorter extension of only two years. Many other uses, such as stairways and firepits, were listed as special conditions, due for removal by the end of the first permit extension. The park also recognized that the loss of private docks would put subsequent pressure on public facilities. Special Congressional appropriations, championed by Congressman Tom Foley, resulted in $1.9 million in FY1991 and 1992 to help build six new boat launch ramps and retrofit and expand nine

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existing ones. These new facilities provided better access than docks during times of lower lake levels. They also partly mitigated the "pending inconvenience in access" for some adjacent landowners.[58]

In addition to a total revision of permitted uses, the Special Park Use Management Plan provided for significantly increased fees. Applicants for a new or renewed permit now had to pay a minimum administrative fee of $225, with additional expenses if the permit required an environmental or archaeological assessment. LARO based fees for boat docks on moorage rates at other locations in the West and arrived at a suggested fee of $250 per year. Park Service Deputy Regional Director William Briggle revised the rates, however, to soften the blow. Under the new formula, the owner of a private dock would pay $225 for the first year and $100 each year thereafter. Identical rates applied to individuals using a community dock with multiple ties, with each tie assessed an annual fee. Revised rates for mooring buoys were $175 for the first year and $50 for the next four years. Families with leases on summer cabin sites also had new rates, based on a 1988 appraisal by Reclamation. Sherman Creek sites had an annual fee of $1,050, while lakeside lots at Rickey Point went for $850 and secondary lots for $550.[60]

Current special uses constitute a serious resource management and public relations problem which can only become more significant as conflicts between recreation users, developers and adjacent landowners increase in frequency and magnitude. Management action, under this plan, is designed to resolve the conflict.

The goal of Coulee Dam NRA management is to protect the natural appearance of the lakeshore and restore the public shoreline to natural open space for use by the general public.

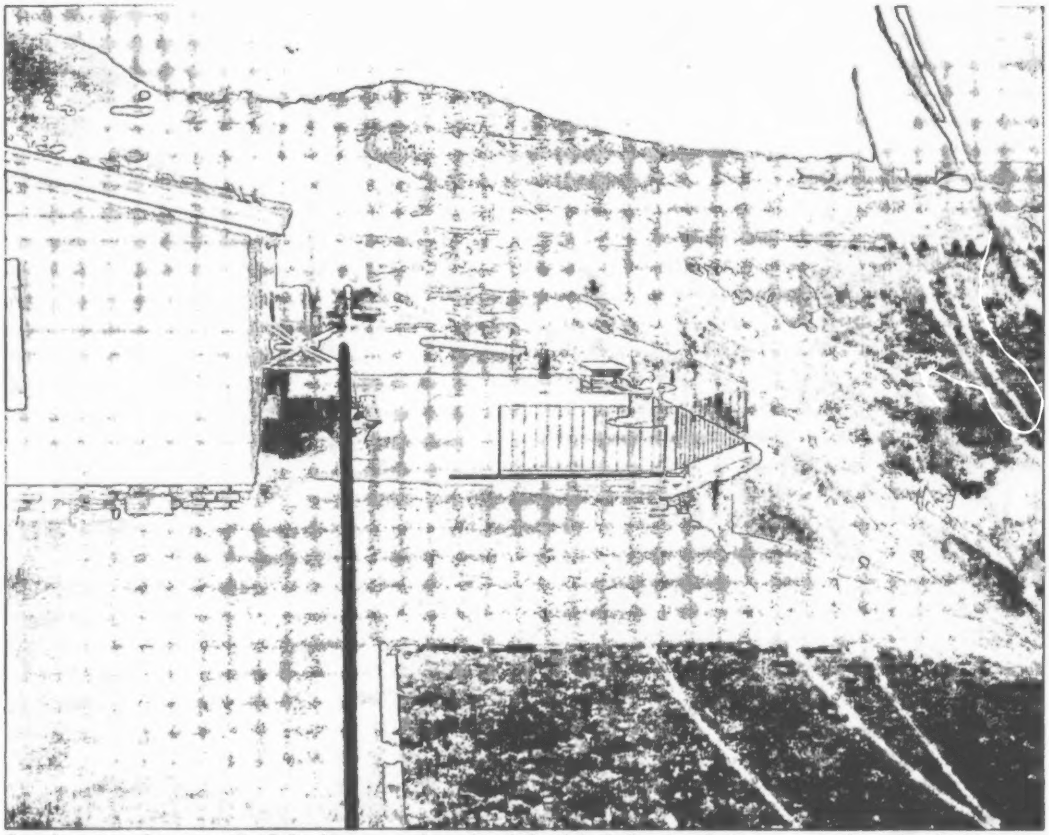
-- Special Park Use Management Plan, 1990[59]

By 1990, the only industrial use remaining on park land and water was the Boise Cascade lumber mill at Kettle Falls. Despite the decades-old permit for that site, LARO moved to cancel the lease because the industrial use was no longer consistent with the purpose of the NRA. The agency terminated the log storage in the lake, which was no longer used, and started a phase-out of log storage on public lands. Under the plan, the permit would be renewed in 1990 and again in 1995, only if all conditions were met, with operations ending in 2000. Figuring the annual lease fee at 5 percent of the appraised value, LARO raised the fee to $2,838, with an additional $225 administrative fee charged the first year. The mill, located on adjacent private lands, had only a small part of its operations on federally-owned lands. Still, the Park Service met great resistance in its effort to get all mill operations, which no longer needed water access, off federal property. The controversy was eventually resolved through a land exchange completed in November 1996.[61]

As LARO reduced special uses in the park, it also concentrated efforts on controlling encroachments and trespasses. Some problems with adjacent landowners stemmed from years of use, and residents naturally complained when told to remove lawns and other private development on federal lands. These issues formed the basis of a protracted disagreement between the Park Service and the residents of the Riverview Area Association in 1986-1987. In the years since the start of the development in 1959, residents had encroached onto park lands with lawns, sprinklers, a parking area, pumps, and a fire ring. Some of this was a result of legitimate misunderstanding of the property lines, and it was not until Reclamation resurveyed the boundary that many owners realized they were using federal lands. As the group negotiated for a renewal of their special use permit for a dock in 1986, LARO told them that conditions would include reducing the amount of lawn and removing other forms of trespass, including their unpermitted swimming platform and diving board. All of this was part of the park's move to restore shore lands to their natural condition to encourage use by the visiting public. Association members objected to both Park Service actions and logic, claiming that the American public, including LARO visitors, preferred green grass to weeds. They were willing to remove the fire ring and the dock but insisted that all other improvements were for the safety and enjoyment of the public. They warned of appeal, if necessary, through both Park Service and political channels. Superintendent Kuiper was willing to compromise on several points, including a mowed path and a strip of grass in front of the cabins and by the dock. In addition, he offered twelve boat slips and three mooring buoys under special use permit. Despite these concessions, the group appealed up the Park Service chain of command, hiring a lawyer to further their cause. This time, however, the National Park Service Director backed LARO staff. He noted that the compromise lawn area was sufficient and declined the Association's request for further privatization of park lands. Instead of a dock, the community is now served by nine mooring buoys.[62]

LARO staff started to inspect park lands in 1988 to document encroachments and soon realized that the situation was worse than suggested by earlier reports. By the middle of the year, they had found more than five hundred cases and estimated there might be another three hundred. The numbers rose faster than expected, and by late 1989 the park had found 750 trespasses by 145 individuals and expected to locate over 1,500 more by the time the surveys were completed.[63]

The regional office sent an Operations Evaluation Team in 1989 to review encroachment and trespass issues at LARO. One member, impressed with the scope of the problem, commented, "While the more recent efforts have been noble, it may be too little, too late." He found a number of difficulties that contributed to the problems at the park. These included lack of staffing; staff burnout; lack of communication with adjacent county planners; sporadic communications with local realtors; problems in identifying who was responsible for the encroachment; no reporting system; increasing organization of adjacent property owners to lobby politicians; lack of boundary markers in some areas; and difficulty in distinguishing between permitted uses and those in trespass. To help remedy these problems, he recommended that the park institute a "Good Neighbor" policy, getting to know adjacent owners and homeowners associations, realtors, planners, and other county staff to educate them and begin improving relationships. He also suggested mapping all permitted uses and computerizing the data. Finally, he



Land encroachment at LARO. House and yard to left of dark line in photo are on private land; deck and garden to right of line are on LARO land. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.PAO).

recommended staff increases to include a full-time GS-13 Assistant Superintendent trained as a Realty Specialist, along with three GS-7 seasonal rangers for eight months to do the necessary field work that the regular staff could not assume.[64]

LARO had already taken some of the "Good Neighbor" steps recommended during the regional office review to head off problems with adjacent owners and developers. For instance, in 1977 the Stevens County Planning Commission asked Superintendent William Dunmire to comment on a subdivision proposed at Snag Cove. He recommended covenants and restrictions to protect the scenic quality of the shoreline and also suggested that the boundary be clearly marked to prevent inadvertent trespass. In addition, he proposed that the developer notify buyers that they could not develop the lakeshore but they could apply for a community dock. LARO staff commented similarly when a subdivision was proposed for the area near the old Lincoln mill in 1984. They encouraged setbacks of approximately twenty-five feet to prevent lawns and gardens from encroaching on park lands, along with a clear statement to prospective buyers concerning use of federal property. When Gary Kuiper took over as Superintendent, he warned realtors in neighboring towns against advertising properties as having frontage on

Lake Roosevelt, a misrepresentation that contributed to encroachments. This problem, however, continued for a number of years.[65]

The Park Service and Reclamation cooperated in 1989 to develop a Trespass Action Plan to help the agencies be consistent in dealing with cases of inappropriate use of federal lands. It included some of the ideas recommended by the regional office. The plan involved basically a three-pronged approach. The first part, the Good Neighbor Initiative, gave priority to marking park boundaries, along with inventorying lands for encroachments, identifying individuals responsible for the trespass, tracking these trespasses and prioritizing them, and finally initiating legal action where needed. The second part of the plan centered around improved communications and education efforts with surrounding landowners, developers, realtors, and community officials as well as special-interest groups. The final part was concerned with the mitigation of encroachments and trespasses, including removal, monitoring, and potential legal action. It also encouraged development of a plan to deal with major encroachments, such as docks, that were abandoned or scheduled for removal by the Park Service. Estimated costs of implementing the plan totaled $163,000 per year for five years, with another $49,000 for administrative costs. Following approval of the plan, Reclamation agreed to mark boundaries and provide realty assistance, while LARO undertook inventory and identification of trespasses, established a public relations program, and initiated mitigation procedures. Costs were to be divided, with totals projected at $100,000 annually. Two seasonal rangers documented several hundred encroachments during 1992 and 1993.[66]

As a last resort, LARO prosecuted violators. Most involved major encroachments, such as Michael Malone's multiple trespasses on park land at Hunter's Creek in 1987. These included a barbed-wire fence running across government land and into the lake; construction of a boat ramp; clearing with a bulldozer and spraying with herbicide; construction of concrete steps and a wooden bridge; fill material bulldozed into the creek; installation of a concrete pad for a caretaker's house; and finally, posting a no trespassing sign on park lands. Although Malone admitted he knew about the encroachments installed by his contractor, and he agreed to cooperate, he ended up appealing his case to the highest levels of the Department of the Interior and Congress. LARO completed its investigation and turned it over to the U.S. Attorney. The case was not resolved until 1992 when Malone signed a pre-trial diversion agreement that stipulated removal of encroachments, site restoration, and payment of $3,373 to cover administrative fees. Malone met the terms of the agreement and LARO staff notified the U.S. Attorney's Office in December 1992 that the Park Service was satisfied with the restoration.[67]

By 1992, the U.S. Attorney advised LARO officials that they should, whenever possible, use pre-trial diversion agreements to resolve disputes, thus avoiding court proceedings. As in the Malone case, these required that the encroachments be removed and the area restored to Park Service approval, along with a fine to compensate the agency for costs of the investigation and restoration. At least two other national park units had established special donation accounts to accept court-ordered restitution, enabling the park to then use the money for operational expenses. LARO established just such an account to take advantage of several cases involving sizeable fines. The park was able to resolve most encroachments through informal negotiations with the adjacent landowners, avoiding the need to take the cases to court. Of fifty people contacted by early 1993, all but six agreed to remove the trespass; those refusing faced legal action. Another fifty people reached the following year complied with the Park Service request to remove encroachments.[68]

Reaction to the Special Park Use Management Plan

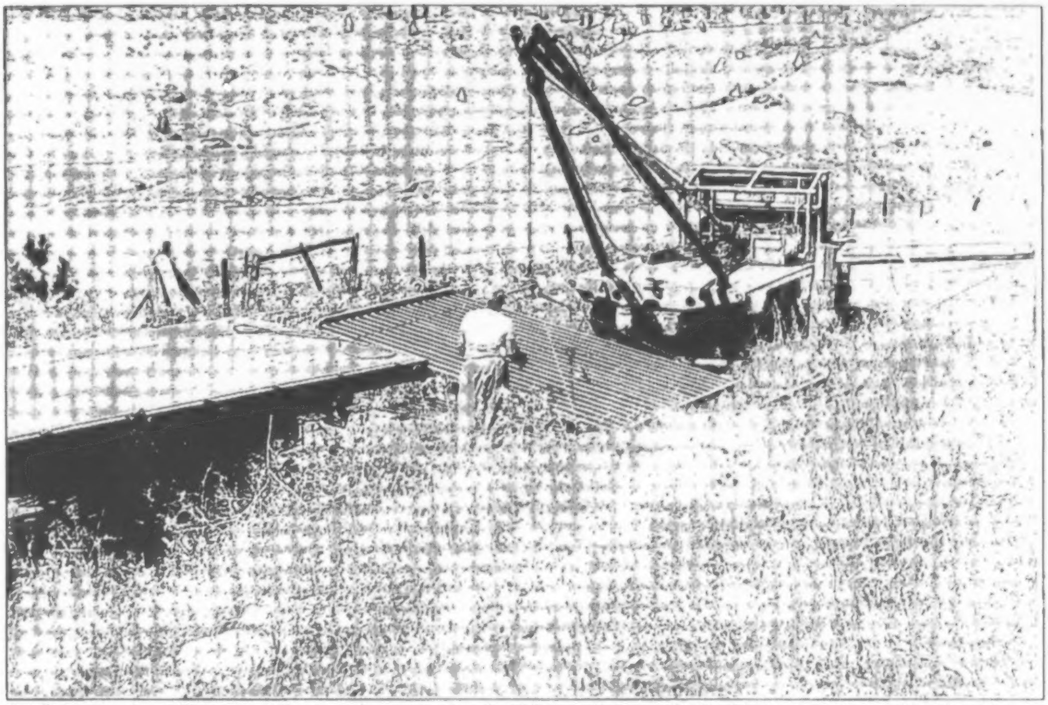
Given all the proposed changes, public relations played an important part for all sides in the special use campaign at LARO. Kuiper and his staff chose their words carefully when they defined special uses as "privatization of public lands," suggesting that users were taking something for themselves that really belonged to everyone. "It was very effective to use that," remembered Kuiper. In addition, they worked to educate those whose support they needed. They first had to explain the complex situation at LARO to the regional office so staff there could respond when confronted with the issue. To further this end, they hosted a Superintendents' conference at the park and took attendees out on Lake Roosevelt in houseboats. As they cruised along the shoreline, they asked the visitors to tell them where the boundary was. With development, docks, and associated encroachments, the line was hazy – but the scope of the problem was clear. LARO personnel took the same trip in April 1991 with staff from various congressional offices to acquaint them with the land management issues facing the Park Service at Lake Roosevelt. Rep. Tom Foley backed LARO staff as they worked to implement the federal guidelines handed down through NPS-53. That summer, Foley met with a group of ranchers, adjacent property owners, and county commissioners, all of whom wanted him to help them stop the implementation of the Special Park Use Management Plan. LARO officials briefed Foley before the meeting. After listening to his constituents, he still backed the LARO plan with its long phase-out period. "From that day on, we charged ahead," said Kuiper.[69]

Despite LARO's efforts at public relations, changes in the system of special use permits and reduction of encroachments generated complaints that have continued for years. Some alleged that local Park Service management was unresponsive to the public and allowed no input on its Special Park Use Management Plan. Others suggested that LARO was enforcing more severe restrictions than mandated by NPS-53. One person maintained that Park Service policy did not distinguish among places designated as wilderness, national parks, or national recreation areas, applying the same restrictions to all when this was inappropriate for the use. Permittees, of course, had their own complaints that included restrictions on their lifestyles, limited access to the lake front, and increasing congestion at public launching facilities. LARO officials responded to complaints with letters and press releases that reiterated their theme of returning public lands to public uses, away from private uses that benefit just a select few.[70]

Throughout the years of controversy, LARO management had its vocal supporters as well, individuals who wrote letters and spoke at public meetings. When District Ranger Steve Castro-Shrader spoke to a large crowd at the Seven Bays Homeowners Association in 1987, discussing encroachments and restrictions on off-road vehicles, he did not hear any negative comments or questions. He found the people supportive of the Park Service in its efforts to deal with uses that had gotten out of control. Supporters understood LARO's catch-phrase about privatization of public lands. For instance, one man explained that private docks force the public to look for other beaches. "That's essentially turning public property into private property by intimidation," he suggested. Some wanted LARO to enforce NPS-53 more strictly, suggesting that docks should be terminated in no more than three years instead of the twelve year phase-out period. When compared to fees of up to $1,200 per year for a private boat slip rental, Park Service charges were seen as too lenient. Finally, a number of individuals wrote to their congressional delegation to voice support for local LARO staff and their work with enforcement of permits and general management of the park.[71]

Just as the Park Service was tightening its management of special use permits, the Colville Confederated Tribes took similar action. A group called the San Poil Bay Improvement Association approached Reclamation in 1991 about obtaining a ninety-nine-year lease on some land previously used by its members, including a boat launch, docks, and assorted structures. The Bureau sent them to the CCT, who had taken over all such permits under the 1990 Multi-Party Agreement. Because the tribes were still developing policies, they were willing to allow only one dock, previously permitted by the Corps, for one year only. But the Director of the Parks and Recreation Department noted that none of the other facilities had permits, including several other docks, log booms, bridge, outhouse, and picnic table. Because the shore lands were public, the tribes did not allow structures on these lands that "give the appearance that the site is in private ownership." The Association was given until the end of June 1992 to remove all such structures. After some negotiations, the CCT relented slightly and allowed the group to have a permit until the end of March 1993, provided that the public was allowed to use the facilities in the interim.[72]

Grazing and agricultural permits were among the first to be scheduled for termination, with no additional extensions proposed beyond the original 1995 and 1998 dates. In 1991, LARO still managed thirteen grazing permits that covered 290 cattle, 7 horses, and 27 sheep. The livestock left waste on beaches and campgrounds, posing threats to both the water supply and visitor enjoyment. Fees generated by these permits brought in less than $1,500. Ranchers who leased the NRA shore lands felt threatened by the Park Service's move to terminate grazing because their leases included access to water, and they appealed to their congressional delegation. During at least two meetings with LARO personnel in 1991, cattlemen expressed their concerns and the Park Service reiterated its policy of allowing water withdrawals from the lake for agricultural purposes. They also discussed fencing as a potential solution. LARO had already enclosed the area around Plum Point, leaving a corridor to provide stock access to the lake, and the group talked about fencing other sensitive areas such as Hunters and Hawk Creek. The park agreed to appoint a



LARO crew installing a cattle guard on east bank of Sanpoil Bay, 1957. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.MENG).

committee to develop a solution to the grazing issue, but it held to its original five-year phase-out. The following year Superintendent Kuiper asked Washington Senator Slade Gorton for a funding increase to help resolve the problem with cattle. He requested a multi-year $100,000 base funding increase for fencing to reduce conflicts between livestock and other uses of the reservoir area; Congress did not approve this increase, however.[73]

LARO extended grazing leases until March 1997. Park officials, however, remained concerned about the repercussions, so several months before the termination date they began "preparation for what . . . [would] most likely be the next round of resistance by special interests." This included working on position papers to ensure that park personnel maintained consistent responses to the issue. They also began to look in depth into the issues surrounding grazing, such as who was responsible for fencing, what were the legal rights to public water sources, what options did the permittee have if his lease were terminated, and what would the economic impact be on the permittees. They found that there were still ten special use permits covering more than two hundred cattle, four horses, four llamas, and twenty-one sheep. Federal agencies were exempt from the open-range law, meaning that it was the responsibility of adjacent landowners to fence the boundary. LARO Ranger Gig LeBret noted that, at least in the Gifford area, the park had done no fencing since 1992 because of lack of funding and changes in priorities. He had talked about fencing with some landowners, "but when word got out we were going to fence the public out, management let it die." Permittees seemed to be willing to hold out to see what would happen if they refused to give up their grazing uses.[74]

A few weeks before the expiration of grazing permits, LARO Superintendent Vaughn Baker wrote to all permittees to inform them of the imminent, but well-known, termination of their permits. He explained that LARO could not legally allow grazing on park lands, but he understood the ranchers' need to access water. The public disliked livestock in recreational areas; the Park Service worried about damage to riparian areas and water quality; and ranchers were concerned about the cost of fencing. Baker asked in his letter, "What can we do, working together, to address these issues and concerns?" He suggested such possibilities as developing water sources away from the lake, installing systems to withdraw water from the lake, and cooperating on fencing. "We'd like to explore these with you in lieu of initiating trespass actions after the permits expire," he offered. At least one rancher responded to Baker's overture, agreeing to discuss possibilities later that spring.[75]

The grazing issue was not immediately resolved, and LARO personnel continued to work with ranchers to find appropriate solutions. Park officials were especially concerned with the possibility that, without the permits, some ranchers might be forced to sell out to developers, a prospect that would change the rural character of the lands surrounding Lake Roosevelt. In late February 1998, LARO considered giving the remaining permittees Interim Letters of Authorization to continue use of public lands for no longer than two years, allowing them additional time to find alternative sources of water. None of the permittees requested such letters, however.[76]

The congressional delegation maintained its interest in the grazing situation. While both the Senate and House removed a requirement that LARO renew grazing leases, the Congressional Committees on Appropriations were "deeply concerned" about the Park Service's change in its historical grazing policy in the park. The committees directed LARO to submit a report by July 1, 2000, on the history of grazing and all other uses of lands now administered by LARO since 1935 under the Columbia Basin Act and since 1946 under the Tri-Party Agreement. In addition, the committees directed that beneficial uses at LARO, including grazing, may remain under permit until the Park Service determines that "the permitted facility or activity is in conflict with a new or expanded concession facility." If such a conflict occurs, LARO may terminate the permit.[77]

Fees increased for all special park uses, including the Hellgate Youth Camp located between Jones Bay and Hanson Harbor. The area Boy Scouts, through a special use permit issued to the Wilbur Amateur Athletic Association, had established a camp on forty-three acres of park land in the late 1940s. The annual fee initially was $25 but later increased to $50. LARO South District Ranger Gil Goodrich met with local scout officials to discuss the camp early in 1991. He indicated that the Association might need to give up part of the forty-three acres, and some at the meeting suggested they could reduce to ten acres as long as they could keep use of the beach, road, and surrounding area for scout activities. A while later the scout committee reconsidered and decided they were unwilling to give up any of their camp and would fight to keep it all. Goodrich initially assessed the group $33 per acre (or $1,419), plus a $100 administration fee and $25 annual billing fee, but he later told them he had used incorrect figures and the real cost would be based on $110 per acre, or a 5 percent return on the appraised value of $2,200 per acre. This brought the total to $4,730 plus $125 in fees, a considerable increase from the previous $50 per year.[78]

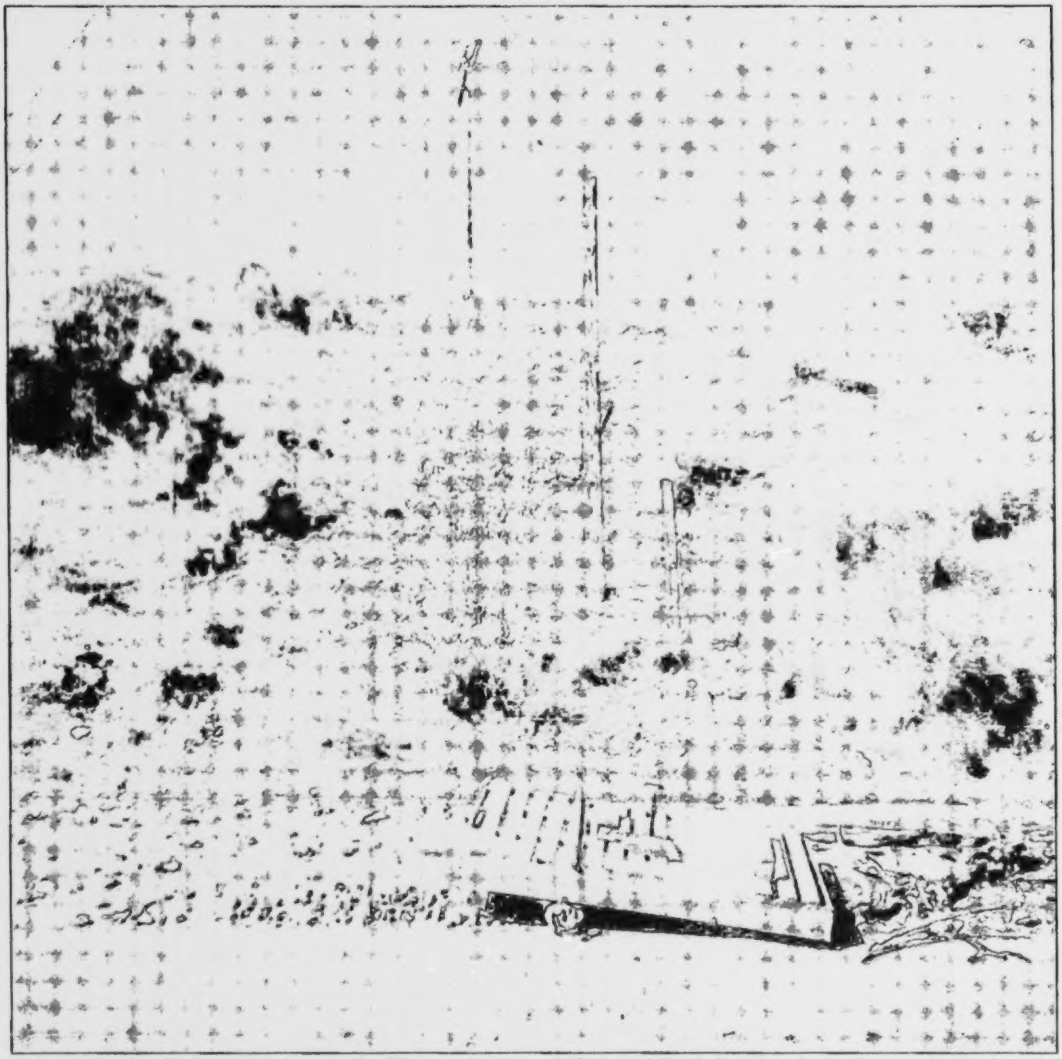
Adults involved with the scout camp complained to Rep. Tom Foley early in 1992, calling the large fee increase "capricious and despotic!" They predicted an end to the youth camp that had long served a small community. The Park Service defended its actions, however, saying that it had been trying to negotiate a memorandum of agreement with the scouts since January 1991, but camp officials were not willing to meet. The agency believed the camp needed only two acres for a total cost of $220 plus the administrative and billing fees, and it was willing to reduce the fees in an effort to support the youth program. But LARO did not believe it was in the public interest to reserve forty-three acres for a camp that was used just four or five times each year since the scouts could have access to the remainder of the original camp as well as the entire NRA. The parties resolved their differences in 1993 with a memorandum of agreement covering approximately two acres for just $25 per year, the basic administrative fee. LARO was willing to waive the use fees with the stipulation that the campers would undertake projects to benefit the public.[79]

Like the Hellgate Youth Camp, Camp Na-Bor-Lee faced similar fee increases, but it agreed to a new memorandum of agreement with the Park Service early in 1992. A renewal MOA in 1997 set the annual fee at $100, with an additional $100 administrative fee for the first year and a $25 annual billing fee. If the camp had paid a fee based on current market value, it would have been $350 per acre, but the agreement stipulated that the difference would be considered as part of the assistance offered to Camp Na-Bor-Lee by the federal government. In return, the camp agreed to reinvest this amount into improvements that were approved by the Park Service.[80]

LARO also reassessed vacation cabin sites during this period. Kuiper asked for help from the regional office to reappraise the lots in 1987 because the rates for cabins had remained unchanged since 1977. Reclamation conducted this reappraisal in 1988, but cabin rates continued at $450 per year until passage of the Special Park Use Management Plan in 1990. Kuiper suggested that the Park Service needed to analyze other possible uses for the sites and proposed establishing a committee to look into long-term uses of the area. He recognized that if the committee recommended termination of the leases, there would be local controversy and congressional interest. Since then, there has been no basic change in policy. Cabin sites were reassessed in 1997, and leases remain subject to five-year renewals.[81]

Dock removal

Termination of special use permits for private docks, and their subsequent removal, soon became one of the most contentious issues at Lake Roosevelt. Problems stemmed from decades of lax policies for permits and enforcement at LARO during years when the lake seemed large enough to handle all recreational uses. The park had overlooked unpermitted docks for so long that neighbors eventually assumed that all established



Private dock scheduled for removal. Photo courtesy of National Park Service, Lake Roosevelt National Recreation Area (LARO.HQ.PAO).

docks were legal. As recreational pressures mounted, LARO stopped issuing permits for private docks ca. 1983 but continued to renew permits for established, permitted docks. At the same time, park staff began to identify docks that had been constructed without a permit. In October 1985, LARO gave written notice asking owners to remove all other unpermitted docks. Naturally, many complained, often to their elected officials. The Park Service held firm, however, and gave owners the option of developing a community dock or mooring facility in place of individual docks. LARO believed this was a reasonable compromise that balanced "the needs of the general boating public with the desires of the upland park neighbors." By the mid-1980s, LARO had removed at least twenty unpermitted docks.[82]

The situation heated up the next summer when some adjacent property owners refused to remove their unauthorized docks, and the Park Service decided to take action. LARO had begun negotiations with summer cabin lessees at Rickey Point as early as 1972. At that time, members agreed to remove individual docks, as their permits expired, in exchange for the right to establish a community dock to serve all the residents. By 1986, all but three of the private docks had been voluntarily removed, but the permittees for the remaining structures refused to remove them. In June of that year, LARO Superintendent Kuiper gave permission to maintenance crews to remove the remaining docks at Rickey Point. LARO crews accomplished this by burning and bulldozing, and the flames grabbed the attention of the local community, generating some temporary support for those using private docks. The subsequent uproar forced the Park Service into defending its unpopular actions. "That one didn't go so well," Kuiper later admitted. "[It] sent a message, but it was a very strong message that probably overdid it."[83]

Despite their agreeing to dock removal nearly fourteen years earlier, Rickey Point residents felt unfairly singled out for enforcement and wondered why their docks were removed while residents across the lake at Sherman Creek were allowed to keep their docks. LARO Ranger Robert Appling explained that Sherman Creek had no place suitable for a community dock while Rickey Point did. Nonetheless, owners were not appeased because the site at Rickey Point where the Park Service suggested building a community dock was shallow, and prolonged drawdowns for the past couple of years had kept it high and dry. Kuiper met with Rickey Point residents later that summer and apologized for the dock burnings, admitting that the situation could have been handled more tactfully. He reiterated that the docks removed had no permits. Furthermore, residents had been given plenty of notice and had been offered permits for mooring buoys but none had taken the Park Service up on the offer. LARO officials felt that action was needed to dispel the local notion that the Park Service threatened action but never followed through.[84]

LARO officials responded rapidly to the negative publicity. By late summer Assistant Superintendent Kelly Cash had drafted a policy to deal with similar situations in the future. It maintained the importance of removing unpermitted docks when owners refused but stipulated that burning was "an inappropriate means of disposal." Before removing any dock in the future, crews first had to notify the Chief Ranger and Facility Manager to determine how to remove it and where to store the structure. Then, Park Service personnel would remove the dock and take it to storage where it would be held for sixty days. During this period, the owner would have a chance to reclaim it for the costs incurred by the park; if not reclaimed, a special board would determine its disposition. LARO officials admitted that the Rickey Point debacle had turned into an emotional issue, and they worked hard to rebuild support within the community. They also kept their congressional delegation informed, providing background information and explaining LARO's policy; Kuiper met in Spokane with staff from the offices of both Foley and Gorton, and Cash wrote to Foley.[85]

Complaints multiplied as LARO implemented its Special Park Use Management Plan in 1990, with its increased fees and phasing out of special use permits. The Lake Roosevelt

Property Owners Association (LRPOA) took up the cause for its members, who owned land adjacent to the NRA and who had used the lakeshore for years, with and without permits. LARO officials met with the group four times during the comment period for the new management plan and also extended the comment period several months at their request. The Park Service adopted the plan in October 1990 against the wishes of the LRPOA, which then turned to the regional office for help early in 1991. Acting Regional Director William J. Briggle corresponded with the president and met with members in Spokane on February 6. They complained that the new Special Park Use Management Plan was "a radical change" from past practices and would "impose a great cost in value and pleasure of owning land and living adjacent to Lake Roosevelt." The group predicted "serious and determined confrontations between property owners and the NPS." They appreciated Briggle's willingness to consider community docks and grandfathering present permitted docks, within limits. LARO saw things differently from LRPOA, however. "In spite of the tone of the letter, the real issue is change in NPS policy – not 'attitude,'" said a note in the margin of the letter. "They want the SUP Mg'm't plan rescinded, and anything short of this goal is unacceptable to them."[86]

Kelly Cash assisted Briggle in drafting a reply to LRPOA that did not mince words. Briggle pointed out that LARO's Special Park Use Management Plan was needed to implement NPS-53, yet it was considerably more generous than the national plan because it allowed a prolonged phase-out of permitted uses. He reminded the property owners that the lakeshore was public land and the Park Service could not abandon this to private owners. "Everyone has the same rights and privileges within the National Recreation Area," he wrote, "and there are no special privileges that extend to only the adjacent landowners. . . . I do not know how to make [it] more clear . . . . The NPS-53 Guidelines will be implemented." Briggle also objected to the prediction of confrontations at LARO, saying that there would be no such encounters unless adjacent landowners chose to initiate one by refusing to comply with federal rules and regulations.[87]

LRPOA got the attention of local politicians as well as the Washington congressional delegation. Senator Slade Gorton intervened on behalf of the LRPOA in 1991, encouraging Superintendent Kuiper to continue meeting with the group and to maintain a cooperative relationship. A year later, however, Gorton took a harder line. Constituents had complained that LARO's Special Park Use Management Plan was overly restrictive. They felt excluded from the decision-making process, so Gorton suggested that the state of Washington should be included in planning to represent local communities and citizens. "I urged the Director to reformulate the Park Service's planning process to include local interests and, if I am not persuaded that changes will be made, I will pursue a legislative solution," Gorton warned.[88] One of the senator's aides explained that he did not necessarily believe there should be private docks along the lake, but he wanted people to have a real voice in the planning. In an attempt to change operations at Lake Roosevelt, the Senate Appropriations Committee directed the Lake Roosevelt Coordinating Committee in 1992 essentially to look into ways of including the views of parties not represented on the LRCC. The committee had to report back to the Senate by April 1993.[89]

Despite the objections of the LRPOA, the Park Service continued to push ahead with removal of private docks – and Congress, regional politicians, and special interest groups pushed back. For a short but intense time, the focus of their attention was LARO Superintendent Gerald Tays. When he came to the park in 1993, he was quite familiar with the issues involving special use permits since he had served on the Park Service task force in the 1980s that drafted the NPS-53 regulations. He found LARO's Special Park Use Management Plan to be quite fair, returning lands to the public but doing it in a way that gave permittees an opportunity to make adjustments in their lives. Early in his tenure, Tays met with members of LRPOA, participating in a long boat ride up the Spokane Arm during which members hoped to convince him to extend their permits. While Tays could not do that, he was sympathetic to their complaints about lack of public boat launch ramps. He offered other solutions, such as opening private docks to the public. This was unacceptable, however: "They did not want to hear of the public coming in and using these facilities," he remembered.[90]

While some permittees continued to fight, Tays continued implementation of the 1990 Special Park Use Management Plan at LARO. He saw the issue as fairly clear cut. "There was nothing difficult" about these decisions, he later recalled. "When you have the law and policy on your side, if people disagree with it, you can tell them either go to Congress and change the law or go to the National Park Service hierarchy and change the policy. But I have no choice but to enforce the law and the policy."[91]

The political stakes for LARO were raised after the 1994 elections swept a Republican majority into Congress, ousting long-time Park Service supporter Rep. Tom Foley. His replacement, George Nethercutt, gained a seat on the appropriations subcommittee overseeing the Park Service budget, and he took immediate interest in the situation at Lake Roosevelt. He established an office in Colville to enable him to closely monitor issues at the park. Constituents reached out to him with their concerns, one of which was the LARO Special Park Use Management Plan. Sensing the time was ripe for action, the LRPOA began a push in 1995 to overturn the plan. LARO Superintendent Tays had anticipated this move and conceded that it would require a "concerted effort to thwart the challenge mounted by the Association."[92]

Regional county commissioners joined briefly with the CCT and STI to form the short-lived Lake Roosevelt Council of Governments (LRCOG) in 1996 to work for change in the management of the lake. They contended that the NRA belonged to "the citizens of the region" and thus the regional elected representatives needed to participate in plans concerning "this national asset." Their initial purpose, however, was to apply political pressure to ensure the removal of Superintendent Tays. The Park Service had concerns about the continued effectiveness of Tays as superintendent at LARO and transferred his position in March 1996 to the regional office. LRCOG members then asked to be involved in the selection of the new LARO Superintendent. The Park Service replied that the agency would welcome LRCOG input on qualities it believed important in a superintendent, but it could not allow the group to participate in federal hiring.[93]

One of the main targets of LRCOG was LARO's Special Park Use Management Plan, and the group lobbied its congressional delegation to push the Park Service to continue special use permits, including docks, at Lake Roosevelt. It wanted existing facilities to be grandfathered in, claiming that their removal would add to congestion at public docks and boat launch areas. Members complained that LARO had closed access to some areas, keeping the public from enjoying the lake front. "It's pure arrogance," suggested Lincoln County commissioner Ted Hopkins. "They're making it more and more difficult for the citizens to enjoy their own recreation area."[94] By the fall of 1996, fourteen more docks were scheduled for removal within a few months. LRPOA rallied to save these, working in conjunction with LRCOG. Calling the removal hasty, LRPOA initiated a letter writing campaign to congressional representatives in an attempt to cause the Park Service to change direction.[95]

In an effort to calm the waters at Lake Roosevelt, the Park Service began work on a new General Management Plan (GMP). Senator Gorton earmarked money for this work, and he and Nethercutt added a statement to the FY1997 Interior Appropriations Act that provided management advice and directed the Park Service to consult with all affected groups:

> The conference agreement recognizes the increased public demand and lack of adequate public facilities and encourages the National Park Service to consider retaining access to existing community docks, deemed appropriate for public use, within current environmental guidelines, as it develops the Lake Roosevelt National Recreation Area general management plan. In addition, the National Park Service is encouraged to consider other alternatives for providing greater public access to Lake Roosevelt in the development of the management plan. Local participation is critical to the development of successful management plans and the National Park Service is directed to consult thoroughly with affected local government representatives and other interested parties in the development of the management plan.

LARO Superintendent Vaughn Baker responded to this directive and notified regional county commissioners of the upcoming GMP planning process, inviting their participation.[96]

In response to the vocal complaints, LARO did soften its rules somewhat. Nearly a month after the docks were to be removed, LARO Chief Ranger Goodrich wrote to owners who had asked for additional time to complete the demolition. He acknowledged that inclement weather made the process difficult and asked that they try to remove the docks as soon as the weather and lake level allowed, with a target date of the end of May 1997. In contrast, LRCOG toughened its stance at the suggestion of attorney Linnwood D. Sampson. He offered to work with LRCOG in any of three ways: representing the group at meetings discussing the GMP; defending property owners over removal of remaining docks; or initiating legal action to determine property owners' rights. Commissioner Hopkins circulated Sampson's letter and requested $2,000 from each member to initiate court action. "I realize that budgets are tight," he wrote, "but I feel

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that we have this one unique opportunity to make a difference along Lake Roosevelt. If we fail to act now, our citizens will live with the results forever."[97] Despite its hard line, LRCOG began working with the Park Service during the process of writing a new GMP for LARO. Likewise, LRPOA urged its members to become involved in the process. It cautioned, however, that the Park Service did not plan to revisit the issue of private docks, but it had agreed to reexamine its policy on community docks. Therefore, members testifying at scoping sessions "should refrain from asking for private docks."[98]

Another Lake Roosevelt property owner, encouraged by LRCOG, decided to make a test case out of his refusal to remove his dock in 1997. Edward G. Torrison had complained six years earlier about the effect that NPS-53 had on his property. There were steep fee increases and impending termination of his permit, causing him to worry that his property values would decline steeply. Overlooking the fact that he had bought view property without lake frontage, he asserted, "Nobody would want to purchase lake property without a dock to place a boat, to swim from, or even just relax upon." The suit took on implications beyond a single dock, centering instead on the Park Service's right to require removal of docks. While the case remained in litigation, the agency temporarily backed away from forcing the last three private docks off the lake.[99]

Tensions eased as LARO unveiled its ideas for community access points at a series of public meetings in 1998 during the GMP process. The modification reflected recognition of the radical changes at Lake Roosevelt during the past two decades. Not only had outside visitation greatly increased, from 800,000 in 1980 to 1.4 million in 1997, but so had the population living adjacent to NRA lands. Without nearby docks, some of these newer residents were forced to drive twenty to thirty miles to reach a Park Service boat ramp. To help meet the needs of these different recreational users, LARO proposed converting, on a case-by-case basis, the currently permitted eighteen community docks to community access points when the permits expired in 2001, if the surrounding community were amenable to such a change. If the nearby residents were not willing to open the dock to the public, the permit would expire and the dock would be removed. If established, these public access points would serve three purposes: to provide additional access, reduce crowding at established areas, and serve adjacent residents. Local communities, county governments, and LARO all would work together to decide on locations and share the expense of development and maintenance. This concept proved popular with those attending the public meetings in 1998. Jim Pritchard, a lakeside resident and former Park Service critic, spoke for many when he said, "It appears that the Park Service is trying to meet the needs of both local and outside users. Vaughn Baker really seems to have caught on that there is a need in this area." LARO adopted the concept of community access points in the 1998 GMP, fulfilling the actions mandated by Congress in the Appropriations Bill.[100]

The plan to switch to community access points helped resolve the long-time rocky relationship between the Park Service and the Grand Coulee Dam Yacht Club. The club, initially composed of mostly Reclamation staff, had enjoyed special privileges at the lake since its founding in 1939. The original facilities were within the Reclamation Zone, under lease from the Bureau. After acquiring land at Eden Harbor in 1981, however, the club decided to construct new facilities, this time under the watchful eye of the Park Service. Following approval of the Special Park Use Management Plan in 1990, the yacht club found its lease fee raised, like all others around the lake. Admitting that it had enjoyed "a real bargain" in past years, the club complained about the increase from $150 to approximately $9,000 per year. LARO was willing to compromise and eventually lowered the annual fee to $2,800. Members remained angry and took their protest to the Department of the Interior, claiming that the rate increase had caused their membership to drop. They insisted that NPS-53 be changed to allow community docks to continue indefinitely. LARO remained firm and gave the club until 2001 to remove the forty-boat dock. Before that date, however, the yacht club found its situation changed by the possibility of having its facility designated a community access point that would be available to the public. This compromise was acceptable to the Park Service and yacht club members alike.[101]

The controversy over private docks, which had continued for more than a decade, was finally resolved in the fall of 2000. Edward Torrison and his wife lost their long-standing lawsuit against the Park Service when the U.S. District Court of Eastern Washington dismissed their case on September 27, 2000. In his decision, Chief District Judge Fred Van Sickle ruled first, that LARO is part of the National Park System and must be managed as such; and second, that Congress gave the Park Service authority to manage these units. He concluded that "the Park Service does have the power to demand the removal of private structures that encroach upon the Lake Roosevelt National Recreation Area."[102]

Conclusion

Special park uses have turned nearly 180 degrees at Lake Roosevelt NRA, starting with encouraging a wide variety of uses by private parties and moving finally to termination of those activities to return the lands to public use. Problems began with the 1946 Tri-Party Agreement that required the Park Service to administer the special uses of the recreation area, managing it not only for recreation but also for industry, agriculture, and transportation. Years of inconsistent approvals, irregular monitoring, and insufficient funding for both staff and development of public recreation areas led to a gradual proliferation of private uses along the lakeshore, both permitted and not. Regaining control required nearly twenty years of tightening Park Service regulations, both nationally and locally, in addition to educating the public about the need for these changes. The road has been rough at times. There have been a number of contentious issues to settle, with grazing still unresolved. New policies have brought changes in appearance of the park lands along the lakeshore so they now appear more natural and less "private" than in past decades. LARO's first Superintendent, Claude Greider, might not recognize the place.

Endnotes

[1] LARO, Encroachment Plan, ca. March 1982: 1, file LARO.94.3249.26, LARO.HQ.ADM.

[2] B.E. Stoutemyer, USBR District Counsel, to USBR Commissioner, 13 Oct. 1941, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR.

[3] Philip W. Kearney, NPS Associate Landscape Architect, to NPS Regional Director, 26 Aug. 1942, file 2, box 10, RG 079-89-001, NARA-PSR; C. E. Greider, NPS Recreation Planner, to Kearney, 29 Aug. 1942, file 2, box 10, RG 079-89-001, NARA-PSR.

[4] Claude E. Greider, NPS Recreation Planner, to F. A. Banks, USBR Supervising Engineer, 23 April 1943, file 1, box 3, RG 079-89-001, NARA-PSR.

[5] Ibid.

[6] NPS, "Application for Special Use Permit," 26 May 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; Felix Rea, USBR Assistant District Counsel, to USBR Supervising Engineer, 20 Jan. 1944, file 17, Box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; F. A. Banks, USBR Supervising Engineer, to Claude E. Greider, NPS Recreation Planner, 15 April 1944, file 2, box 10, RG 079-89-001, NARA-PSR; H. W. Bashore, USBR Acting Commissioner, to Secretary of the Interior, 26 June 1943, file 17, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Greider to Banks, 26 Nov. 1943, file 17, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[7] Memorandum of Agreement Among the Bureau of Reclamation, National Park Service, and Office of Indian Affairs Relating to the Planning, Development, and Administration of the Coulee Dam Recreational Area, 18 Dec. 1946: III.4-7, IV.2-3, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[8] Claude E. Greider, NPS Recreation Planner, to F. A. Banks, USBR Supervising Engineer, 26 Nov. 1943, file 17, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; H. W. Bashore, USBR Acting Commissioner, to Secretary of the Interior, 26 June 1943, file 17, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[9] F. A. Banks, USBR Supervising Engineer, to Claude E. Greider, NPS Recreation Planner, 19 Aug. 1943, file 2, box 10, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 17 Feb. 1947, file 2, box 10, RG 079-89-001, NARA-PSR; Banks to Greider, 15 July 1947, file 17, box 3 of 3, LARO #95, Cat. #2350, LARO.HQ.PAO; Greider to Columbia Lumber Co., 15 July 1947, file 6, box 9, RG 079-89-001, NARA-PSR; Greider to NPS Director, 10 June 1950, file 19, box 136, RG 079-89-004, NARA-PSR.

[10] Thoralf Torkelson, USBR, to Files, 14 April 1943, file 1, box 3, RG 079-89-001, NARA-PSR; Claude E. Greider, NPS Recreation Planner, to F. A. Banks, USBR Supervising Engineer, 23 April 1943, file 1, box 3, RG 079-89-001, NARA-PSR; Greider to Banks, 26 Nov. 1943, file 17, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[11] CODA, "Lease of Land to Kettle-Stevens Soil Conservation District, 9 April 1948, file Kettle River Management Concerns, drawer 2, LARO.HQ.RMO; Robert H. Coombs, LARO Acting Superintendent, to NPS Regional Director, 3 Sept. 1952, file 10, box 8, RG 079-89-001, NARA-PSR.

[12] U.S. Bureau of Reclamation, *Recreational Development of Lake Roosevelt: Columbia Basin Joint Investigations, Problem 26* (Washington, D.C.: Government Printing Office, 1945), 39-40; F. A. Gross, Colville Indian Agency Superintendent, to Claude E. Greider, NPS Recreation Planner, 15 July 1943, file 715 Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake, Boise USBR; Greider to NPS Regional Director, 7 Sept. 1943: 3, file Copy – CODA Historical Files #2, LARO.HQ.SUP; Memorandum of Agreement, 18 Dec. 1946, Part I.5, Part III.8, Part IV.2, file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[13] "Digest of Minutes, Committee on Problem No. 26, Olympia," 22 May 1941: 5, 9-11, file Columbia Basin Area – Problem No. 26 1941, box 126, RG 187, NARA-PAR; Philip W. Kearney, NPS Landscape Architect, to Claude E. Greider, NPS Recreation Planner, 25 April 1941, file 5, box 1, RG 079-89-001, NARA-PSR; Report for Calendar Year 1944, Leases, Licenses, and Special Use Permits, Columbia River Reservoir Area, file 2, box 10, RG 079-89-001, NARA-PSR; Greider to F. A. Banks, USBR District Manager, 9 December 1948, file LARO.94.3249.25, LARO.HQ.ADM; Greider to NPS Director, 12 January 1951, file 19, box 136, RG 079-89-004, NARA-PSR.

[14] Claude E. Greider, NPS Recreation Planner, to [H. O.] Younkin and Miller, Spokane, 11 Oct. 1945, file 7, box 4, RG 079-89-001, NARA-PSR; Younkin to Greider, 27 Dec. 1945, file 7, box 4, RG 079-89-001, NARA-PSR; Greider to F. A. Banks, USBR Supervising Engineer, 29 Dec. 1945, file 7, box 4, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 2 Sept. 1947, file 7, box 4, RG 079-89-001, NARA-

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PSR; Greider to Deer Park Pine Industry, Inc., 4 Dec. 1947, file 7, box 4, RG 079-89-001, NARA-PSR; Greider to Banks, 11 Dec. 1947, file 7, box 4, RG 079-89-001, NARA-PSR; Lawrence C. Merriam, NPS Regional Director, to NPS Director, 17 Nov. 1955, file L2419 Trespass: Logging and Timber 1945-58, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[15] "Pioneer Tugboating on Lake Roosevelt Developed by Lafferty Transportation Co.," *Marine Digest* (14 December 1946): 9-10; NPS, "Application for Special Use Permit," [Lafferty Transportation Company of Coeur d'Alene], file 7, box 11, RG 079-89-001, NARA-PSR; USBR, *Project History 1944,* 63.

[16] Bert A. Hall, USBR Acting Supervising Engineer, to USBR Commissioner, 27 Sept. 1945; file 7, box 11, RG 079-89-001, NARA-PSR; Claude E. Greider, NPS Recreation Planner, to A. B. Lafferty, Coeur d'Alene, Idaho, 12 March 1946, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to Lafferty, 30 April 1947, file 7, box 11, RG 079-89-001, NARA-PSR; Lafferty to Greider, 25 July 1947, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to Lafferty, 8 Aug. 1947, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 8 Aug. 1947, file 7, box 11, RG 079-89-001, NARA-PSR.

[17] Handwritten letter from Claude [Greider, LARO Supervisor,] to Herb [Maier, NPS Regional Director], 17 Nov. [1947], file 7, box 11, RG 079-89-001, NARA-PSR.

[18] Claude E. Greider, LARO Supervisor, to Lafferty Transportation Company, 22 Aug. 1947, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 22 Aug. 1947, file 7, box 11, RG 079-89-001, NARA-PSR; A. B. Lafferty, Coeur d'Alene, Idaho, to Greider, 26 Aug. 1947, file 7, box 11, RG 079-89-001, NARA-PSR; A. E. Demaray, NPS Associate Director, to Lafferty, 1 Dec. 1947, file 7, box 11, RG 079-89-001, NARA-PSR; Lafferty to Demaray, 5 Jan. 1948, file 7, box 11, RG 079-89-001, NARA-PSR; Demaray to Lafferty, 4 Feb. 1948, file 7, box 11, RG 079-89-001, NARA-PSR; Lafferty to Greider, 16 Feb. 1948, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to Lafferty, 17 Feb. 1948, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to Lafferty, 11 March 1948, file 7, box 11, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 16 March 1948, file 7, box 11, RG 079-89-001, NARA-PSR.

[19] Felix Rea, USBR Assistant Regional Counsel, prepared for F. A. Banks to answer inquiries from Walter S. Wynhoff, 12 Oct. 1943, file Proposed Regulations CODA, drawer 5, LARO.HQ.RMO; Claude E. Greider, NPS Recreation Planner, to W. T. Pfaffle, 30 Sept. 1946, file 7, box 4, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 3 Nov. 1947, file 2, box 10, RG 079-89-001, NARA-PSR.

[20] Claude E. Greider, NPS Recreation Planner, to John M. Haydon, 23 Oct. 1945, file 6, box 7, RG 079-89-001, NARA-PSR; R. T. Paine, Colville Chamber of Commerce President, to Thomas J. Allen, NPS Assistant Director, 16 May 1952, file 6, box 7, RG 079-89-001, NARA-PSR.

[21] Thomas J. Allen, NPS Assistant Director, to R. T. Paine, 2 July 1952, file 7, box 6, RG 079-89-001, NARA-PSR; Allen to NPS Regional Director, 2 July 1952, file 7, box 6 RG 079-89-001, NARA-PSR; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 23 July 1952, file 7, box 6, RG 079-89-001, NARA-PSR.

[22] Fred O. Jones, USGS, to Claude E. Greider, LARO Superintendent, 9 Oct. 1952, file 10, box 8, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 6 Aug. 1952, file 7, box 6, RG 079-89-001, NARA-PSR; H. G. Fowler, NPS Park Landscape Architect, to NPS Regional Landscape Architect, 22 Aug. 1952, file 7, box 6, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 17 Sept. 1952, file 7, box 6, RG 079-89-001, NARA-PSR.

[23] Robert H. Coombs, LARO Acting Superintendent, to USBR District Manager, 19 Dec. 1952, file 18, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 12 Dec. 1952, file 7, box 6, RG 079-89-001, NARA-PSR; Alfred C. Kuehl, NPS Regional Landscape Architect, to LARO Superintendent, 30 Jan. 1953, file 7, box 6, RG 079-89-001, NARA-PSR; Greider to Carl Walden, Colville, Washington, 20 April 1953, file 1, box 8, RG 079-89-001, NARA-PSR.

[24] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 20 April 1953, file 7, box 6, RG 079-89-001, NARA-PSR.

[25] R. H. Coombs, LARO Chief Ranger, to Files, 20 Oct. 1952, file 7, box 6, RG 079-89-001, NARA-PSR; Edward Nash, LARO Engineer, to LARO Superintendent, 7 Oct. 1952, file 1, box 6, RG 079-89-001, NARA-PSR.

[26] LARO, "Basic Specifications for Home Sites, Coulee Dam National Recreation Area," [ca. Fall 1952], file 7, box 6, RG 079-89-001, NARA-PSR; Alfred C. Kuehl, NPS Regional Landscape Architect, to LARO Superintendent, 30 Jan. 1953, file 7, box 6, RG 079-89-001, NARA-PSR.

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[27] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 20 March 1953, file 7, box 6, RG 079-89-001, NARA-PSR; H. J. Allcock, NPS Engineer, to NPS Regional Engineer, 8 April 1953, file 1, box 6, RG 079-89-001, NARA-PSR; [Lawrence C.] Merriam, NPS Regional Director, teletype to NPS Director, 8 April 1953, file 7, box 6, RG 079-89-001, NARA-PSR; [Conrad] Wirth, NPS Director, telegram to NPS Regional Director, 9 April 1953, file 7, box 6, RG 079-89-001, NARA-PSR; Claude E. Greider, LARO Superintendent, telegram to NPS Regional Director, 17 April 1953, file 7, box 6, RG 079-89-001, NARA-PSR.

[28] Claude E. Greider, LARO Superintendent, to NPS Regional Director, 23 April 1953, file 7, box 6, RG 079-89-001, NARA-PSR; LARO, "Supporting Data to Accompany Interim Master Plan Sheet, Drawing NRA-CD-2043, Vacation Cabin Sites, Coulee Dam NRA," [Spring 1953], file 7, box 6, RG 079-89-001, NARA-PSR; Hugh Peyton, LARO Superintendent, to NPS Regional Director, 21 Sept. 1954, file D18 Master Plan July 1954-July 1956, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[29] Hugh Peyton, LARO Superintendent, to NPS Regional Director, 28 Jan. 1955, file D18 Master Plan July 1954-July 1956, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Lyle E. Bennett, NPS Acting Chief, Western Office, Division of Design and Construction, to LARO Superintendent, 20 April 1955, file D18 Master Plan July 1954-July 1956, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Peyton to NPS Chief, Western Office, Division of Design and Construction, 25 April 1955, file D18 Master Plan July 1954-July 1956, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Peyton to NPS Regional Director, 22 March 1957, file D18 Planning Programs 1957-59, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; "Superintendent's Annual Report, CODA," FY1957: 3, 6, file A2621 Annual Reports Field Areas 1-1-57 to 12-31-57, box 3, RG 79-95-05, NARA-PSR.

[30] Paul J. Moody, lease holder, to Homer W. Robinson, LARO Superintendent, 14 April 1958, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Paul Lemargie, USBR Field Solicitor, to Moody, 14 May 1958, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Mrs. Paul J. Moody, lease holder, to President [Eisenhower], 2 June 1958, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[31] Homer W. Robinson, LARO Superintendent, to NPS Regional Director, 23 June 1958, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Conrad L. Wirth, NPS Director, to Mrs. Paul J. Moody, lease holder, July 1958, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[32] Raymond O. Mulvany, NPS Acting Regional Director, to LARO Superintendent, 7 May 1968, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[33] David A. Richie, LARO Superintendent, to NPS Regional Director, 14 March 1968, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Richie to Mrs. Paul J. Moody, lease holder, 13 May 1968, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Paul J. Moody, lease holder, to William Burgen, LARO Superintendent, 1 Oct. 1973, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Jerry D. Lee, LARO District Ranger, to LARO files, 18 May 1974, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO; Don Carney, LARO District Ranger, to Dan Farrell, LARO Land Management Specialist, 25 May 1976, file L30 SUP Moody 1958-73, box 1 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

[34] Application for Special Use Permit, signed by Allen Spratlin for Boy Scouts of America, Grand Coulee Dam District, 3 April 1944, file 3, box 12, RG 079-89-001, NARA-PSR; Boy Scout Committee, Troop 79, to Claude E. Greider, LARO Superintendent, 15 Nov. 1948, file 3, box 12, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 22 Dec. 1948, file 3, box 12, RG 079-89-001, NARA-PSR; O. A. Tomlinson, NPS Regional Director, to LARO Superintendent, 20 Jan. 1949, file 3, box 12, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 19 Oct. 1949, file 3, box 12, RG 079-89-001, NARA-PSR. The first camp, in 1944, was located in the NW ¼ of Section 9, T28N, R31E.

[35] Gertrude L. Apel, General Secretary, Council of Churches and Christian Education, to unknown recipient, 15 April 1950, file 5, box 6, RG 079-89-001, NARA-PSR; Claude E. Greider, LARO Superintendent, to NPS Regional Director, 3 May 1950, file 4, box 7, RG 079-89-001, NARA-PSR; Greider to NPS Regional Director, 7 June 1950, file 4, box 7, RG 079-89-001, NARA-PSR; handwritten memo from S.[Sanford] Hill, Regional Landscape Architect, to Herb [Maier], Associate Regional Director, n.d., file 5, box 6, RG 079-89-001, NARA-PSR; Greider to Rev. Vernon K. Brooks, 19 Feb. 1952, file 4, box 7, RG 079-89-001, NARA-PSR.

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[62] Kelly K. Cash, LARO Assistant Superintendent, to Riverview Area Association, 7 May 1986, file L30 Vacation Cabin Site Correspondence, LARO.HQ.ADM; Gary J. Kuiper, LARO Superintendent, to Riverview Area Association, 5 June 1986, file L30 Vacation Cabin Site Correspondence, LARO.HQ.ADM; Chester Timm, Riverview Area Association, to Kuiper, 6 June 1986, file L30 Vacation Cabin Site Correspondence, LARO.HQ.ADM; Kuiper to Riverview Area Association, 9 June 1986, file L30 Vacation Cabin Site Correspondence, LARO.HQ.ADM; William J. Briggle, NPS Acting Regional Director, to Stan Albright, NPS Assistant Director, 23 Oct. 1986, file A3615 Service and Personnel 1987, LARO.HQ.ADM; Robert H. Lamp, Witherspoon, Kelley, Davenport & Toole, to William Penn Mott, Jr., NPS Director, 15 June 1987, file A3615 Service and Personnel 1987, LARO.HQ.ADM; Mott to Lamp, 30 July 1987, file A3615 Service and Personnel 1987, LARO.HQ.ADM; Kelly Cash, former LARO Assistant Superintendent, personal communication to Nancy F. Renk, 1 June 2000.

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[88] "Gorton Encourages Community Involvement in Lake Roosevelt Planning Process," press release from Slade Gorton, 13 March 1992.

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Chapter 12

Echoes of the Past:
Future Issues

Through more than fifty years of operations at Lake Roosevelt National Recreation Area (LARO), a number of issues have proved persistent; some provide continuous challenges while others lie dormant and emerge periodically. Other challenges are fresh, brought on by changing recreation habits, emerging technologies, and new legislation. Future managers will face both old and new issues as LARO moves into the twenty-first century.

Lake Roosevelt currently has five managing partners: three federal agencies and two Indian tribes. While relations have been rocky at times, there also has been great cooperation on lakewide issues, from reservoir cleanup to concessions management. Regional counties have pushed for inclusion in management decisions in recent years, and LARO and the other managing partners will be challenged to find ways to work cooperatively with county officials, within the parameters of the 1990 Cooperative Management Agreement. According to LARO Superintendent Vaughn Baker, relations with tribal and local governments will always be a challenge due to periodic changes in politics and elected officials. "That always will be a thing that needs a lot of care and feeding," he said.[1]

In addition to agencies and governments, LARO also works with adjoining property owners, whose numbers are increasing in response to the rising popularity of Lake Roosevelt. The Park Service has been perceived as autocratic at times in the past, such as during the push from 1948-1952 to approve regulations for the new recreation area. At that time, many individuals spoke out against rules they viewed as overly restrictive. More recently, LARO officials have come under fire for restricting special uses, particularly private docks, within the park. The Park Service has been trying to find a balance between park needs and landowner wishes. "They all feel like we're the eight hundred pound elephant, that every time we do something it impacts them," noted Baker, "but it's usually the other way around. But that's the perception because we're federal.[2]

Initially, the Park Service was the sole recreation manager at Lake Roosevelt, responsible for planning facilities lakewide. The agency worked with the Bureau of Indian Affairs in the Indian Zones and with U.S. Bureau of Reclamation in the Reclamation Zone. This broke down in the 1970s when campgrounds in the Indian Zones were returned to the tribes. Since then, both the Colville Confederated Tribes (CCT) and Spokane Tribe of Indians (STI) have developed their own park programs. In addition, the CCT operates concessions on the lake through its Roosevelt Recreation Enterprises. With three parties now working in recreation, lakewide coordination becomes more critical. The 1991 Concession Management Plan is a good example of such cooperation.

The rapid increase in visitation in the early 1990s posed a challenge for all managing partners at Lake Roosevelt. Visitation has since leveled off, but if it rises once again, LARO and the tribes will need additional funding for new facilities. LARO has identified Keller Ferry and Porcupine Bay as popular sites that need additional or redesigned facilities, and the park may need to find more areas for the increasingly popular group camping sites. The alternative - limiting visitors - is already practiced at LARO, where campgrounds are closed when they reach capacity. The 1998 Draft General Management Plan allows personal watercraft on the lake. If, however, they begin to negatively affect the quality of recreational experience for other visitors, the Park Service may decide to limit their use.

Water quality has been an issue at Lake Roosevelt since the reservoir first filled. At that time, pollution on the Spokane Arm was so great that the Park Service decided not to develop any recreational sites there until the river was clean enough for swimming. While the sewage pollution is no longer a problem there, state and federal agencies are now testing the river for possible heavy metal contamination from mines farther upstream in Idaho. Pollution from sources in British Columbia has decreased in recent years but will remain a concern on the Columbia River. The Crown Jewel Mine, at the headwaters of the Kettle River, has proposed cyanide treatment for its gold ore. Although the Washington Pollution Control Hearings Board ruled against the mine, the ruling may be appealed. Another threat to the Kettle River comes from the proposed Cascade Falls Dam, 1½ miles north of the international boundary in British Columbia. [3]

Some natural resource issues have been with the park since the beginning. Noxious weeds plagued the Kettle River area in the late 1940s; fifty years later, the problem is clearly regional in scope. Although the Park Service controls just a narrow strip of land along the lake, it cooperates with other governmental entities to combat a wide variety of weeds. Fluctuating lake levels also have been part of the national recreation area since the 1940s, but they came to the forefront with major drawdowns during construction of the third powerhouse in the late 1960s and early 1970s. While Reclamation and the Bonneville Power Administration used to keep the lake level high during the recreation season, competing demands for water have made this more problematic. In addition to flood control, the lake level is also regulated to fill peak power needs. Another serious issue concerns water needed downstream to aid salmon recovery. The National Marine Fisheries Service is considering drawing down Lake Roosevelt during summer months to augment the flow of the Columbia River in low-water years. This could lower the lake level as much as ten feet below the current minimum summer level. If this occurs, the severe drawdowns will have a drastic impact on recreation at Lake Roosevelt, closing some boat launches like the popular one at Hawk Creek. In addition, the lake fishery would be hurt. LARO Superintendent Baker said that while the park has learned to deal with the annual spring drawdowns, summer ones are "a different matter." Regional Director John Reynolds has warned the National Marine Fisheries Service of the potential severe impacts this action would have on recreation at Lake Roosevelt.[4]

Lake-level fluctuations also affect cultural resources, an issue that has increased in importance since the mid-1960s. Increased lake drawdowns will expose archaeological sites to potential vandalism, especially during summer months when visitation is high. Within the past decade, the tribes have taken over a major portion of the archaeological work for the entire reservoir. Their views on appropriate methodology have not always meshed with the Park Service's view of its mandated responsibilities, and the challenge will be to maintain an appropriate balance between the different perspectives.

The Committee on Problem No. 26 first envisioned the recreation potential of the reservoir behind Grand Coulee Dam. They believed that visitors would come to the new area - and they have. Park Service staff at Lake Roosevelt have guided, developed, and defended the national recreation area through the years as it has evolved into one of the most popular vacation areas in the region. Their many and varied skills will continue to be needed as the Lake Roosevelt National Recreation Area moves into the twenty-first century.

Endnotes

[1] Vaughn L. Baker, interview with Nancy F. Renk, 9 Dec. 1999, Tape 2-B, tape and index on file, LARO.HQ.

[2] Ibid.

[3] Tim Coleman, "A crowning achievement in riskiness," Letters to the Editor, *Spokesman-Review*, 29 Feb. 200, p. B5; Dan Hansen, "Foes of dam on Kettle River hit dead end," *Spokesman-Review*, 26 Feb. 2000, p. B5; Baker interview, Tape 2-B.

[4] Baker interview, Tape 2-B; Dan Hansen, "Drawdowns may hit lakes," *Spokesman-Review*, 9 July 2000, p. A-1.

Appendix A

LARO Superintendents

Claude E. Greider*	12/26/42	to	8/15/53
Hugh Peyton	8/13/53	to	1/31/58
Homer W. Robinson	2/10/58	to	12/30/66
Howard H. Chapman	2/27/67	to	10/22/67
David A. Richie	10/22/67	to	8/22/69
Wayne R. Howe	9/07/69	to	7/04/72
William N. Burgen	7/05/72	to	1/29/77
William W. Dunmire	1/30/77	to	2/07/81
Gary J. Kuiper	4/17/81	to	4/93
Gerald W. Tays	7/93	to	1996
Vaughn L. Baker	1996	to	

* Greider's title until 1948 was Recreation Planner or Supervisor rather than Superintendent.

note: A list of LARO employees for the years 1941-2000, prepared for this project, is on file in the LARO archives.

Appendix B

ACQUISITION OF INDIAN LANDS FOR GRAND COULEE DAM

An act for the acquisition of Indian lands for the Grand Coulee Dam and Reservoir, and for other purposes. (Act of June 29, 1940, ch. 460, 54 Stat. 703)

SEC. 1. [Indians' rights to lands granted for Grand Coulee Dam—No lands taken above elevation 1310—Interests granted for pipe lines, highways, railroads, telegraph and telephone, electric transmission lines.]—That, in aid of the construction of the Grand Coulee Dam project, authorized by the Act of August 30, 1935 (49 Stat. 1028), there is hereby granted to the United States, subject to the provisions of this Act, (a) all the right, title, and interest of the Indians in and to the tribal and allotted lands within the Spokane and Colville Reservations, including sites of agency and school buildings and related structures and unsold lands in Klaxta town site, as may be designated therefor by the Secretary of the Interior from time to time: *Provided*, That no lands shall be taken for reservoir purposes above the elevation of one thousand three hundred and ten feet above sea level as shown by General Land Office surveys, except in Klaxta town site: and (b) such other interests in or to any of such lands and property within these reservations as may be required and as may be designated by the Secretary of the Interior from time to time for the construction of pipe lines, highways, railroads, telegraph, telephone, and electric-transmission lines in connection with the project, or for the relocation or reconstruction of such facilities made necessary by the construction of the project.

NOTE

In connection with the relocation of roads made necessary by the construction of the project, the Secretary has on occasion designated, at the request of the Bureau, "all right, title and interest of the Indians," rather than designating a lesser interest. *Letters approved November 18, 1940, and December 31, 1940, by the Secretary.*

[One-quarter reservoir to be set aside for Indians for hunting, fishing and boating—Indians' rights not to interfere with project operations.]—The Secretary of the Interior, in lieu of reserving rights of hunting, fishing, and boating to the Indians in the areas granted under this Act, shall set aside approximately one-quarter of the entire reservoir area for the paramount use of the Indians of the Spokane and Colville Reservations for hunting, fishing, and boating purposes, which rights shall be subject only to such reasonable regulations as the Secretary may prescribe for the protection and conservation of fish and wildlife: *Provided*, That the exercise of the Indians' rights shall not interfere with project operations. The Secretary shall also, where necessary, grant to the Indians reasonable rights of access to such area or areas across any project lands.

SEC. 2. [Secretary to determine equitable compensation—Compensation for tribal lands to be deposited in Treasury to credit of appropriate tribe—

From Federal Reclamation Laws Annotated, Vol. 1 (file Copy - CODA Historical Files #2, LARO.HQ.SUP).

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Compensation for individuals to be paid to superintendent of the Colville Indian Agency for individuals.]—As lands or interests in lands are designated from time to time under this Act, the Secretary of the Interior shall determine the amount of money to be paid to the Indians as just and equitable compensation therefor. As to the tribal lands, the amounts so determined shall be transferred in the Treasury of the United States from the funds now or hereafter made available for the construction of the Grand Coulee Dam project to the credit of the appropriate tribe pursuant to the provisions of the Act of May 17, 1926 (44 Stat. 560). The amounts due individual landowners or their heirs or devisees shall be paid from funds now or hereafter made available for the construction of said project to the superintendent of the Colville Indian Agency or such other officer as shall be designated by the Secretary of the Interior for credit on the books of said agency to the accounts of the individuals concerned.

SEC. 3. [Funds of allottees may be used for acquisition of other lands—Lands thus acquired to be held in same status—Nontaxable until otherwise provided by Congress.]—Funds deposited to the credit of allottees, their heirs or devisees may be used in the discretion of the Secretary of the Interior, for the acquisition of other lands and improvements, or the relocation of existing improvements or construction of new improvements on the lands so acquired for the allottees or heirs whose lands and improvements are acquired under the provisions of this Act. Lands so acquired shall be held in the same status as those from which the funds were derived, and shall be nontaxable until otherwise provided by Congress.

SEC. 4. [Secretary to select other cemetery lands—authorized to remove bodies and markers thereto—Costs to be paid from project appropriations—Rights of Indians in cemeteries relocated to terminate—Sites of relocated cemeteries shall be held in trust by United States for Indians.]—As to any Indian cemetery lands required for the project, the Secretary of the Interior is authorized, in his discretion, in lieu of requiring payment therefor, to establish cemeteries on other lands that he may select and acquire for the purpose, and to remove bodies, markers, and other appurtenances to the new sites. All costs incurred in connection with any such relocation shall be paid from moneys appropriated for the project. All right, title, and interest of the Indians in the lands within any cemetery so relocated shall terminate and the grant of title under this Act take effect as of the date the Secretary of the Interior authorizes the relocation. Sites of the relocated cemteries shall be held in trust by the United States for the Spokane or Colville Tribe, as the case may be, and shall be nontaxable.

SEC. 5. The Secretary of the Interior is hereby authorized to perform any and all acts and to prescribe such regulations as he may deem appropriate to carry out the provisions of this Act.

NOTE

Regulations governing the designation of lands, the determination of compensation, and related problems were approved by the Department September 3, 1940.

Legislative history.—H. R. 9445, Public Law 690 in the 76th Congress. House Report 2350 with amendment. 86 Congr. Rec. 7411; 8833.

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ACQUISITION OF INDIAN LANDS FOR GRAND COULEE DAM AND RESERVOIR

An act to amend section 1, Act of June 29, 1940 (54 Stat. 703), for the acquisition of Indian lands for the Grand Coulee Dam and Reservoir, and for other purposes. (Act of December 16, 1944, ch. 601, 58 Stat. 813)

[In special circumstances lands may be taken above elevation 1310—Lands taken for operation and maintenance.]—That the first paragraph of section 1 of the Act approved June 29, 1940 (54 Stat. 703), be amended to read as follows: "That, in aid of the construction, operation and maintenance of the Columbia Basin project (formerly the Grand Coulee Dam project), authorized by the Act of August 30, 1935 (49 Stat. 1028), the Act of August 4, 1939 (53 Stat. 1187), and the Columbia Basin Project Act (Public, Numbered 8, Seventy-eighth Congress, first session, 57 Stat. 14), there is hereby granted to the United States, subject to the provisions of this Act, (a) all the right, title, and interest of the Indians in and to the tribal and allotted lands within the Spokane and Colville Reservations, including sites of agency and school buildings and related structures and unsold lands in the Klaxta town site, as may be designated therefor by the Secretary of the Interior from time to time: *Provided*, That no lands shall be taken for reservoir purposes above the elevation of one thousand three hundred and ten feet above sea level as shown by General Land Office surveys, except in Klaxta town site and except where in the judgment of the Secretary of the Interior, special circumstances concerning the reservoir or its operation and maintenance require the taking of land above that elevation; and (b) such other interests in or to any such lands and property within these reservations as may be required and as may be designated by the Secretary of the Interior from time to time for the construction of pipe lines, highways, railroads, telegraph, telephone, and electric-transmission lines in connection with the project, or for the relocation or reconstruction of such facilities made necessary by the construction of the project."

Legislative history.—S. 1597 (H.R. 3869), Public Law 497 in the 78th Congress. Senate Report 827 with amendment; House Report 2003. 90 Congr. Rec. 5058; 9320.

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Appendix C

COPY

MEMORANDUM OF AGREEMENT AMONG THE BUREAU OF RECLAMATION, NATIONAL PARK SERVICE, AND OFFICE OF INDIAN AFFAIRS RELATING TO THE PLANNING, DEVELOPMENT, AND ADMINISTRATION OF THE COULEE DAM RECREATIONAL AREA

Recitals

1. Whereas, the Bureau of Reclamation (herein called Reclamation) in connection with its responsibility for the construction, operation, and maintenance of the Columbia Basin Project has withdrawn or acquired lands and will acquire additional lands under the Federal Reclamation Laws, being the Act of June 17, 1902 (32 Stat. 388) and acts amendatory thereof and supplementary thereto, including the Columbia Basin Project Act (57 Stat. 14) and the pertinent portion of section 2 of the Act of August 30, 1935 (49 Stat. 1028, 1039) for the construction, operation, and maintenance of the Grand Coulee Dam and the reservoir formed thereby;

2. Whereas, the Committee for the Study of Problem No. 26, Joint Investigations, Columbia Basin Project, has found that the recreational and other natural resources of the Franklin D. Roosevelt Lake and adjacent lands under the jurisdiction of Reclamation, which together comprise the reservoir area, offer unusual opportunities through sound planning, development, and management for health, social, and economic gains for the people of the Nation;

3. Whereas, approximately one-fourth of the reservoir area is contiguous to Indian lands in the Spokane and Colville Reservations under the jurisdiction of the Office of Indian Affairs (herein called the Indian Office), which area has potential uses for recreation and other beneficial purposes;

4. Whereas, there is an inter-relationship between the development of recreational and other natural resources of the reservoir area and the contiguous Indian lands;

5. Whereas, the Congressional Act, approved June 29, 1940 (54 Stat. 703), for the acquisition of Indian lands for the reservoir area and for other purposes, provides, among other things (paragraph 2 of section 1), as follows:

> "The Secretary of the Interior, in lieu of reserving rights of hunting, fishing, and boating to the Indians in the areas granted under this Act, shall set aside approximately one-quarter of the entire reservoir area for the paramount use of the Indians of the Spokane and Colville Reservations for hunting, fishing, and boating purposes, which rights shall be subject only to such reasonable regulations as the Secretary may prescribe for the protection and conservation of fish and wildlife: PROVIDED, That the exercise of the Indians' rights shall not interfere with project operations. The Secretary shall also, where necessary, grant to the Indians reasonable rights of access to such area or areas across any project lands;"

and the Solicitor of the Department of the Interior has written an opinion under date of December 29, 1945, M. 34326, construing the same;

6. Whereas, the use of the portion or portions of the reservoir area set aside for the paramount use of the Indians for hunting, fishing, and boating purposes under authorization of said Act will vitally affect planning and use of the area by others for recreation and other purposes;

7. Whereas, the National Park Service (herein called the Service) is specialized and experienced in planning, developing, maintaining, and managing areas devoted to recreational uses, among others, and by the Act of June 23, 1936 (49 Stat. 1894), is authorized to cooperate with other Federal agencies in developing recreational programs; and

8. Whereas, the respective parties to this agreement are in a position to supply the services herein provided and, in accordance with the provisions of Title VI of the Act of Congress of June 30, 1932 (47 Stat. 417), it has been determined to be in the interest of the Government to use such services;

NOW THEREFORE, Reclamation, the Service, and the Indian Office, with the approval of the Secretary of the Interior, do hereby mutually agree as follows:

PART I

General Provisions

1. There is attached hereto a set of maps marked "Exhibit A"*, comprising 4 sheets numbered RA-CD-7001-1, 2, 3, and 4, dated April 15, 1946, on which are shown by general location: (a) the entire reservoir area; (b) the portion thereof comprising the Coulee Dam Recreational Area (herein called the Recreational Area); and (c) the portions of the reservoir area, within the outer boundaries of the Recreational Area, hereby set aside, in accordance with the provisions of section 1 of the Act of June 29, 1940 (54 Stat. 703), for the paramount use for hunting, fishing, and boating purposes by, respectively, the Indians of the Spokane Reservation and of the Colville Reservation. The latter portions are designated herein, respectively, the Spokane Indian Zone and the Colville Indian Zone. Detailed data as to the boundaries of the Recreational Area and of the Indian Zones, as they may hereafter be modified by proper authority, will be kept available in the files of Reclamation.

*A copy of "Exhibit A" is available in the Director's Office, National Park Service.

2. The dominant consideration in the administration and utilization of the Recreational Area under this agreement shall be the purposes for which the Grand Coulee Dam is being constructed, operated, and maintained; these purposes being controlled floods, improving navigation, regulating flow of the streams of the United States, providing for storage and for the delivery of the stored waters thereof, for the reclamation of public lands and Indian Reservations, and other beneficial uses, and for the generation of electrical energy.

3. As between the agencies party to this agreement, Reclamation shall retain: (a) complete and exclusive control of the flow and utilization of water at Grand Coulee Dam and of all public access to Grand Coulee Dam and appurtenant works; and (b) complete jurisdiction and authority over and responsibility for Grand Coulee Dam and appurtenant works, the town of Coulee Dam, and such project lands adjacent thereto as the Commissioner of Reclamation, with the approval of the Secretary, may determine to be necessary for the construction, operation, and maintenance of the Dam and appurtenant works. As of the date of this agreement, the lands coming within the scope of (b) of this article are shown on the attached map No. B-3153, dated October 7, 1941, marked "Exhibit B"*, and are herein called the Reclamation Zone.

4. The Service, acting for Reclamation and in accordance with the provisions of the Federal Reclamation Laws, shall have jurisdiction and authority over the Recreational Area, and of all developments and activities and responsibilities under this agreement, subject:

(a) to the privileges and uses for hunting, fishing and boating accorded to the Indians of the Spokane and Colville Reservations within the Indian Zones, including such rights of access thereto as may be provided by the Secretary of the Interior under the Act of June 29, 1940; and

(b) to the right of Reclamation to make such use of the Recreational Area as is required in carrying out the purposes of the Columbia Basin Project.

5. The Indian Office shall have jurisdiction and authority over the Indian Zones: (a) to the extent necessary to administer the paramount uses for hunting, fishing, and boating accorded to the Indians therein, subject to such rules and regulations as may be prescribed with respect thereto by the Secretary of the Interior under the Act of June 29, 1940; (b) to the extent necessary, acting for Reclamation and in accordance with the Federal Reclamation Laws, to administer grazing and agricultural uses of lands within the designated Indian Zones; and (c) to the extent necessary to issue permits for and to administer log dumping

*A copy of "Exhibit B" is available in the Director's Office, National Park Service.

operations within the designated Indian Zones, under conditions mutually agreed to with the Service.

6. The desirability of the Service participating in the planning and development of the Recreational Area is recognized because of its experience and the trained personnel at its command. The Service will be agreeable, however, with the consent of Reclamation and the Indian Office and with the approval of the Secretary, to transferring to any State or other local qualified and responsible political subdivision, the development, operation, and management of facilities that may have been installed.

7. Undertaking to perform the necessary functions relating to the planning, development, and management of the Recreational Area by the Service in no way implies that this Area is a part of, or intended to become a unit of, the National Park System or that the basic preservation policies under which the National Parks and Monuments are administered shall necessarily be applied in the planning, development, and management of the recreational resources of the Recreational Area.

8. The Service will periodically submit itemized estimates of the cost of carrying out its functions and responsibilities hereunder and Reclamation, within the limits of funds that are available for these purposes, will advance to the Service sufficient funds to cover these estimates.

9. The Indian Office and the Service shall submit periodically to Reclamation such reports of their activities hereunder as may be mutually agreed upon by each with Reclamation.

10. All undertakings of the agencies party hereto are contingent on funds required therefor having been made available by Congress.

11. This agreement, while delineating the Zones within the Reservoir Area for the paramount use of the Indians of the Spokane and Colville Reservations, for hunting, fishing, and boating purposes, and while providing for certain other rights to be exercised by these Indians, shall not be construed as waiving any other rights of those Indians within the Reservoir Area, which they might have under the Act of June 29, 1940.

PART II

Functions of the Bureau of Reclamation

Subject to the other provisions of this agreement, Reclamation will:

1. In connection with its operation and administration of the Reclamation Zone, have the responsibility for all recreational activities therein.

2. Consult with the Service on all matters in connection with the recreational development of the Reclamation Zone.

3. Provide such facilities in the Reclamation Zone as are mutually agreed on by Reclamation and the Service for use by the Service in connection with its administration of the Recreational Area.

4. Establish and enforce rules and regulations governing public access to Grand Coulee Dam and appurtenant works.

5. Provide directly or by contract, such skilled guide and lecture service at the Dam as may be necessary to give the visiting public the important facts regarding the project, including geology of the region, the history and purposes of the Dam's construction, and coordinate such activity with any related service which may be established elsewhere in the Recreational Area by the Service.

6. Establish and, in cooperation with the Service, enforce such limits of approach to the Dam or to the Recreational Area as may be necessary either for its efficient functioning or protection or for the safety of the public.

PART III

Functions of the National Park Service

Subject to the other provisions of this agreement, the Service will:

1. Be responsible for the preparation of all plans for the development of facilities required for recreational and other uses of the Recreational Area; and arrange for the construction, operation, and maintenance of recreational facilities, except those which may be provided under the direction of the Indian Office in accordance with Part IV hereof.

2. Establish and effectuate policies regarding all uses of the lands of the Recreational Area, except within the Indian Zones with respect to the agricultural and grazing uses and to the hunting, fishing, and boating rights of the Indians.

3. Negotiate contracts for supplying the necessary public services related to any recreational use of the Recreational Area, except such facilities as may be provided for the Indians under Part IV hereof; and prescribe and enforce reasonable rates and standards for the supplying of such services not inconsistent with controlling rates and standards adopted by State and Federal regulatory authorities.

4. Issue permits granting the right: (a) to use lands in the Recreational Area for legitimate industrial and recreational purposes, including the construction operation, and maintenance of suitable facilities therefor, except those which may be issued by the Indian Office within the Indian Zones, under this agreement; and (b) to make agricultural and grazing uses of lands in the Recreational Area, exclusive of the Indian Zones.

5. Cause to be included in every permit, license, lease, contract, or other instrument which it executes providing for the use of lands in the Recreational Area, provisions, satisfactory in form to Reclamation, recognizing that the purposes for which the project was authorized are dominant with respect to the lands involved, and effecting releases and indemnifications to and for the United States, its successors and assigns, and its officers, agents, employees, and contractors engaged in the construction, operation, and maintenance of the project works.

6. Assume the responsibility for the administration of all contracts, leases, licenses, permits, and other instruments outstanding as of the date of this agreement under which rights to the use of lands within the Recreational Area have been granted under the Federal Reclamation Laws.

7. Collect all payments due from permits, licenses, leases, contracts, or other instruments for which the Service is responsible providing for use of lands within the Recreational Area, and deposit in a special deposit account for transfer periodically to Reclamation for credit as required by law.

8. Designate, in consultation with the Indian Office, those sites within the Indian Zones that are well-suited to development for recreational purposes; and designated sites mutually agreed on by the Service and Indian Office shall be deemed to be public recreational sites and may be fenced or otherwise protected by the Service to prevent interference therewith.

9. Make and enforce such rules and regulations, not inconsistent with controlling rules and regulations of State or Federal regulatory authorities:

(a) As appear necessary or desirable concerning the recreational use of the Recreational Area by the public;

(b) As appear necessary or desirable for the prevention of water and air pollution and for the protection of health, plants, fish, and wildlife; its activities in this regard to be coordinated with those of the United States Public Health Service, the State Department of Health, the State Pollution Control Commission, or other regulatory bodies;

(c) As appear necessary or desirable for the conservation and protection of scenic, scientific and aesthetic values, flowers, shrubs and trees, historic or archeological remains, and for control of all archeological research; and

(d) Within the limits of its jurisdiction, for the preservation of law and order and in the interest of public safety.

10. Coordinate its activities with those of the Fish and Wildlife Service, the Indian Office, and the Washington State Game Commission for the conservation of fish and wildlife in the Recreational Area.

11. Cooperate with all duly constituted authorities in the control of all transportation on the Recreational Area, whether by land, water, or air.

12. Establish and maintain supervisory, informational, and protective services as may be necessary for the safe and full use of the Recreational Area for recreational purposes; and correlate the fire prevention and suppression activities of all agencies having responsibility within the Recreational Area, except the Indian Zones, to the end that such regulations and agreements as are necessary therefor shall be made and carried out.

13. Extend advice and counsel (a) to Reclamation in connection with any park, museum, landscape, resort, or recreational development within the Reclamation Zone whether intended primarily for the use of the residents of that area or the visiting public; and (b) when requested to do so, to the Indian Office in connection with its planning or development and use of the recreational resources of the Colville and Spokane Indian Reservations.

PART IV

Functions of the Office of Indian Affairs

Subject to the other provisions of this agreement, the Indian Office will:

1. Have the responsibility for administration of the Indians' paramount uses for hunting, fishing, and boating in the Indian Zones, under such rules and regulations as may be promulgated by the Secretary of the Interior with respect thereto.

2. Issue and administer agricultural and grazing permits or leases for lands within the Indian Zones, except with respect to public recreational sites mutually agreed on with the Service and, in consultation with the Service, issue and administer log dumping permits at locations mutually agreed to, within the Indian Zones. Where permits are issued to Indians for dumping Indian-owned logs, within Indian Zones, no charge will be made.

3. Transfer to Reclamation periodically the gross revenues realized from agricultural permits or leases and log dumping permits involving lands within the Indian Zones.

4. Be responsible for fire prevention and suppression activities within the Indian Zones.

5. Arrange for the construction and maintenance, under general plans prepared and mutually agreed upon with the Service, of buildings, floats, and other major structures to be used by the Indians in connection with their paramount rights for hunting, fishing, and boating purposes in the Indian Zones.

6. In addition to other responsibilities, assist the Service in its relations with Indians of the Spokane and Colville Reservations where any of these Indians become involved with the Service as the result of the activities of the Service anywhere in the Recreational Area.

PART V

Effective Date; Term of Agreement

1. This agreement will become effective on the date of its approval by the Secretary of the Interior.

2. This agreement will remain in force until terminated by the Secretary of the Interior.

/s/ Michael W. Straus
Commissioner, Bureau of Reclamation

/s/ Newton B. Drury
Director, National Park Service

/s/ William Zimmerman, Jr.
Asst. Commissioner of Indian Affairs

Approved: Dec. 18, 1946

(Sgd) C. Girard Davidson

Assistant Secretary of the Interior

Appendix D

Saturday, May 14, 1960

FEDERAL REGISTER

[Public Land Order 2087]

[Washington 03542]

WASHINGTON

Reserving Lands in Old Fort Spokane Military Reservation for Use of National Park Service, in Connection With Coulee Dam National Recreation Area; Partly Revoking Executive Orders of January 12, 1882, and November 17, 1887

By virtue of the authority vested in the President and pursuant to Executive Order No. 10355 of May 26, 1952, it is ordered as follows:

Subject to valid existing rights, the following-described public lands are hereby withdrawn from all forms of appropriation under the public land laws, including the mining and mineral leasing laws, and disposals of materials under the act of July 31, 1947 (61 Stat. 681; 30 U.S.C. 601-604), and reserved under jurisdiction of the National Park Service for use as an administrative, museum and historic site in connection with the Coulee Dam National Recreation Area:

WILLAMETTE MERIDIAN

T. 28 N., R. 36 E.,
  Sec. 20, lots 15, 16, 21, 22, and 23;
  Sec. 29, lots 7 to 12, incl.

The areas described aggregate 331.31 acres.

The Executive order of January 12, 1882, establishing the Fort Spokane Military Reservation, and the Executive order of November 17, 1887, modifying its boundaries, are hereby revoked so far as they affect the lands.

ROGER ERNST,
Assistant Secretary of the Interior.

MAY 9, 1960.

[F.R. Doc. 60-4351; Filed, May 13, 1960; 8:45 a.m.]

[Public Land Order 2088]

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Appendix E

LAKE ROOSEVELT
COOPERATIVE MANAGEMENT AGREEMENT

I. RECITALS

A. Whereas, the Bureau of Reclamation (hereinafter Reclamation) in connection with its responsibility for the construction, operation, and maintenance of the Columbia Basin Project has withdrawn or acquired lands or the right to use lands and may acquire additional land under the federal reclamation laws, Act of June 1902, 32 Stat. 388, and acts amendatory thereof or supplementary thereto, including the Act of March 10, 1973, 57 Stat. 14, and the Act of August 30, 1935, 49 Stat. 1028, 1039; and

B. Whereas the parties recognize (1) that some of the land acquired, withdrawn or used by Reclamation is located within the boundaries of the Colville Indian Reservation and the Spokane Indian Reservation; (2) that those reservation boundaries were not changed as a result of the acquisition or use of land within either reservation for the Columbia Basin Project; and, (3) that the Confederated Tribes of the Colville Reservation and the Spokane Tribe retain certain governmental authority and responsibility within the exterior boundaries of their respective reservations; and

C. Whereas, Congress and the President have each recognized certain sovereign and governmental powers of Indian tribes within their respective reservations, and support the tribal sovereignty of Indian tribes to exercise their full measure of governmental authority within their respective reservations; and

D. Whereas, on Lake Roosevelt, consistent with the express policies of the United States, the Colville and Spokane tribes have an interest in and certain regulatory authority within their reservations over fish and wildlife harvest and habitat protection, recreation, environmental protection, protection and management of cultural, historical and archaeological resources, and the development and utilization of resources on reservation, including economic development and management thereof; and

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E. Whereas, the parties agree that the recreational and other natural resources of Lake Roosevelt and adjacent lands which through sound coordinated planning, development, and management of the Lake Roosevelt Management Area (LRMA), offer unusual opportunities for recreation and other activities for the people of the nation, and the members of the Confederated Tribes of the Colville Reservation and Spokane Indian Tribe; and

F. Whereas, lands acquired by Reclamation for Lake Roosevelt within the Colville and Spokane reservations are available for public recreation and other development; however, the management and development of those lands may pose unique and difficult problems because of the cultural, religious, and competing social uses to which the tribes have committed their reservations; and

G. Whereas, the parties recognize that development in areas of Lake Roosevelt located off the Colville and Spokane Reservations will affect and impact reservation lands and resources, and because the lake area was the ancestral home of the Colville and Spokane Indians, such development could impact off-reservation archaeological, historical or religious sites; likewise, reservation activity will affect similar sites off the reservation within the LRMA; and

H. Whereas, there is an inter-relationship between the development of recreational and other natural resources of the LRMA; and

I. Whereas, the Coulee Dam National Recreation Area is an existing unit of the National Park system and subject to all NPS laws, regulations, policies and guidelines; and,

J. Whereas, the National Park Service has special skills and experience in planning, developing, maintaining and managing areas devoted to recreational uses, and is authorized to coordinate with other federal agencies in developing recreational programs (16 U.S.C. §§ 17j-2(b), 4601-1); and

K. Whereas, the Confederated Tribes of the Colville Reservation and the Spokane Indian Tribe have significant interests in the use and development of those lands within the LRMA, particularly within their respective reservations, and have demonstrated the willingness, capability and experience to manage those lands and resources within their reservations for beneficial purposes including public recreational uses, and the conservation of the resources; and

L. Whereas, the respective parties to this Agreement are in a position to provide the services herein identified and, it has been determined to be in the interest of the United States Government to use such services, and the participation of the Confederated Tribes of the Colville Reservation, and the Spokane Tribe as set out herein is consistent with the Indian Self Determination Act of 1975, P.L. 93-638, as amended; and

M. Whereas, it is recognized and understood among the parties hereto, that nothing contained herein shall affect the authority of any party to commit federal funds as provided by law; and

N. Whereas, the protection, curation and ultimate disposition of archeological and historical resources (hereafter collectively resources) located within the LRMA is an important responsibility under this Agreement; and in several areas, investigation or preservation activities have occurred in the past but conditions have since changed; and the parties recognize it is important to learn more about these resources; and

O. Whereas, there exists a dispute on the extent of the Spokane Indian Reservation on the Spokane River Arm of Lake Roosevelt; and whereas, nothing in this Agreement shall be interpreted to affect that issue; and

P. Whereas, the Secretary of the Interior has a trust duty to tribes and has an obligation to exercise his/her authority consistent with statutory responsibilities and that trust duty, and to interact with tribes on a government-to-government basis.

NOW THEREFORE, the parties hereto, hereby mutually agree as follows:

II. AUTHORITY

1. This Agreement is entered into by the Department of the Interior pursuant to the authority of the Act of August 30,

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1935, 49 Stat. 1028, 1039, the Act of March 10, 1943, 57 Stat. 14, 43 U.S.C. §§ 373, 485i (1982). Nothing in this Agreement shall be construed to modify or annul the Secretary's authority under these Acts.

2. The Confederated Tribes of the Colville Reservation has authority to enter into this Agreement pursuant to Article V, Section 1, Part (a) of the Colville Constitution, adopted February 26, 1938, and approved by the Secretary on April 19, 1938.

3. The Spokane Tribe has authority to enter into this Agreement pursuant to Article VIII of the Spokane Tribal Constitution, adopted June 27, 1951, as amended.

III. PURPOSE

The purpose of this Agreement is to allow the parties to coordinate the management of the Lake Roosevelt Management Area (hereinafter referred to as LRMA), and to plan and develop facilities and activities on Lake Roosevelt and its freeboard lands. The parties acknowledge and recognize management of the LRMA is subject to the right of the Bureau of Reclamation to accomplish the purposes of the Columbia Basin Project.

IV. GENERAL PROVISIONS

A. Parties:

The parties to this Agreement shall include as governmental parties the National Park Service (NPS), the Bureau of Reclamation (Reclamation), the Bureau of Indian Affairs (BIA), the Confederated Tribes of the Colville Reservation (Colville Tribes), and the Spokane Indian Tribe (Spokane Tribe). Unless the context of the Agreement requires otherwise, the Colville and Spokane tribes shall be referred to collectively as "tribes."

B. Area Subject to Agreement:

This Agreement shall cover the management of the LRMA as depicted in Exhibit 1 attached hereto. The LRMA includes Grand Coulee Dam and its appurtenances on Lake Roosevelt, the surface area of Lake Roosevelt up to elevation 1290 msl (hereinafter Lake area) and all freeboard lands surrounding Lake Roosevelt above elevation 1290 msl owned by or used by the United States pursuant to any agreement for purposes of the Columbia Basin Project.

C. Management Zones:

For the purpose of coordinating the management of the LRMA, and for allocating the appropriate use of resources available in and around Lake Roosevelt, three management zones shall be established.

1. Reclamation Zone: That part of the LRMA surrounding Grand Coulee Dam as set out in Exhibit 1 and marked in blue.

2. Recreation Zone: That part of the LRMA lying outside of the Reclamation and Reservation Zones as set out in Exhibit 1 and marked in green.

3. Reservation Zone: That part of the LRMA lying within the boundaries of the Colville Indian Reservation or Spokane Indian Reservation all as set out in Exhibit 1 and marked in orange. Provided, that for purposes of management only, in those areas where the Colville Indian Reservation and Spokane Indian Reservation lie across from each other and on the Spokane River arm, there shall be a right of navigational passage. This right shall be defined as the right to pass through that portion of the Reservation Zone defined in this Part to a destination point outside that portion of the Reservation Zone.

D. Management and Regulation of the LRMA:

The parties to this Agreement agree that the management and regulation of the LRMA set out below are not intended to nor shall they interfere with or be inconsistent with the purposes for which the Columbia Basin Project was established, is operated and maintained; those purposes being primarily flood control, improved navigation, streamflow regulation, providing for storage and for the delivery of stored waters thereof for the reclamation of public and private lands and Indian reservations, for the generation of electrical power and for other beneficial uses, nor is it intended to modify or alter any obligations

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or authority of the parties. Consistent with the above statement, the management and regulation of the LRMA shall be as follows:

1. Reclamation shall have exclusive operational control of the flow and utilization of water at the Grand Coulee Dam and Project facilities operated by Reclamation, and of all access to the Grand Coulee Dam and Project facilities operated by Reclamation; and complete and exclusive jurisdiction within the Reclamation Zone, including authority over and responsibility for the Grand Coulee Dam and Project facilities operated by Reclamation, and such project lands adjacent thereto as the Commissioner of Reclamation with the approval of the Secretary determines to be necessary for Project purposes. Provided, that the parties shall retain the right to take any action otherwise available to challenge any action undertaken by Reclamation under the authority recognized under this Part, including but not limited to action dealing with irrigation, lake level, flows, and storage.

2. NPS shall manage, plan and regulate all activities, development, and uses that take place in the Recreation Zone in accordance with applicable provisions of federal law and subject to the statutory authorities of Reclamation, and consistent with the provisions of this Agreement subject to Reclamation's right to make use of the Recreation Zone as required to carry out the purposes of the Columbia Basin Project.

3. The tribes shall manage as follows:

    a. The Colville Tribes shall manage, plan and regulate all activities, development and uses that take place within that portion of the Reservation Zone within the Colville Reservation in accordance with applicable provisions of federal and tribal law, and subject to the statutory authorities of Reclamation, and consistent with the provisions of this Agreement subject to Reclamation's right to make use of such areas of the Reservation Zone as required to carry out the purposes of the Columbia Basin Project.

b. The Spokane Tribe shall manage, plan and regulate all activities, development, and uses that take place within that portion of the Reservation Zone within the Spokane Reservation in accordance with applicable provisions of federal and tribal law, and subject to the statutory authorities of Reclamation, and consistent with the provisions of this Agreement subject to Reclamation's right to make use of such areas of the Reservation Zone as required to carry out the purposes of the Columbia Basin Project.

c. In those portions of the Reservation Zone where the Colville Indian Reservation and Spokane Reservation abut, the tribes shall determine as between themselves the allocation of management responsibility.

4. The BIA shall assist the tribes in carrying out the tribes' management of the Reservation Zone, and undertake such other activities as are authorized by law in support of the tribes.

E. Coordination of LRMA.

1. Each party to this Agreement shall designate a representative who will meet periodically with representatives of the other parties to coordinate the independent management of each within the LRMA, consistent with this Agreement.

2. The Parties shall:

   a. Review, coordinate, communicate and standardize the management plans, regulations and policies developed by the tribes and NPS for their respective management areas to manage and regulate (1) recreation activities, (2) commercial and private development, including major new or significantly expanded development, and (3) the protection of the environment of the LRMA, all consistent with the special interests identified by the parties for their respective management areas, to the extent possible.

b. Develop a method to incorporate the plans developed by the tribes and NPS to provide to the extent practicable uniform management in the LRMA. Implementation of such plans shall be carried out consistent with the purposes of the Columbia Basin Project.

c. Review, coordinate, communicate and standardize use permits within the LRMA to the extent practicable, taking into account the cultural and religious interests of the tribes and other parties, and the need to have the standards uniformly applicable in the LRMA.

d. Monitor, once per year, compliance with this Agreement.

e. Involve and receive the comments from other interested state, local, county or regional governmental entities and private individuals, or citizen groups or entities with respect to activities related to the management of the LRMA.

f. Coordinate the development of annual operating budgets and proposals for funding.

g. Undertake such other Lake Roosevelt activities that the Parties agree to undertake consistent with applicable law.

3. Dispute Resolution Process:

a. Any party to this Agreement that is aggrieved by any action of another party related to this Agreement, or the failure of a party to act consistent with this Agreement may request that the issue be resolved under this part.

b. Any party shall prior to initiating any procedure under Part c of this Part, request: (1) a meeting of all Area/Regional Directors and tribal council representatives, to see if the problem can be resolved, and (2) if the process under Part (1) of this subpart is not successful any party may request that officials of the next higher level of BIA, NPS and Reclamation and area/regional

Directors meet with tribal council representatives to consider the issue and attempt to resolve it.

c. The aggrieved party or parties may request that a mediator be appointed to help resolve the issue. The parties shall agree on a mediator, or in the absence of agreement, the presiding Judge of the United States District Court for the Eastern District of Washington shall be requested to appoint a mediator. The parties shall develop procedures to insure that mediation is expeditious.

d. The dispute resolution process set out in this part shall be in addition to any other rights of a party to seek enforcement or interpretation of this Agreement.

F. Funding:

1. All parties shall cooperate in the development of all budget components and cost data and in the sharing of the necessary technical information so that each party can make realistic budget estimates necessary for that party to adequately manage the LRMA.

2. Each party to the Agreement shall seek funding for its share of this Agreement. The Superintendent of the Coulee Dam National Recreation Area, the Project Manager of Grand Coulee Dam and the Colville and Spokane Agency Superintendents of the Bureau of Indian Affairs will make a good faith effort to request funds needed by them to manage the LRMA. The BIA agency superintendents shall request funds needed by the tribes to adequately carry out their management responsibilities as identified under this Agreement. These requests shall only be developed and proposed consistent with and subject to budgetary practices and procedures of the United States, including, but not limited to the direction and policies of the President, OMB, and the Secretary of the Interior. Except as required under this paragraph or applicable law, parties to this Agreement shall support the need to provide adequate funding to the tribes to allow the tribes to carry out their responsibilities under this Agreement.

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3. Upon approval of the requests for submission to the Congress as part of the President's budget, each party shall to the extent practicable, identify these funds in their respective congressional justifications and continue to support their own and each other's funding requests when testifying before Congress to the extent that such requirements are identified in the President's budget.

4. This Agreement shall not create an obligation on the part of any party hereto to expend funds that have not been lawfully appropriated by Congress or the Colville or Spokane tribes. The failure to take action otherwise required because funds were not appropriated shall not constitute a breach of this Agreement.

5. Nothing in this part shall prohibit or limit the right of the tribes to independently seek funding from whatever source is available to carry out their management and regulation within the Reservation Zone.

6. To the extent allowed by law, and consistent with the activity being undertaken and the terms of the Agreement, if additional funds from sources other than congressional appropriation become available to Reclamation, NPS or the BIA for purposes of undertaking any activity addressed by this Agreement, the agencies shall attempt to assure an equitable portion of those funds will be available to the tribes for compliance with this Agreement.

7. When the BIA submits its proposed budget it shall specifically identify for the Colville and Spokane tribes funds to cover the Lake Roosevelt Management Agreement.

8. Funding for the curation of any Indian resources transferred to the Colville and Spokane tribes will be included in the tribes' budget for management of LRMA unless other means become available for curation.

G. Coordination of Recreation:

1. The NPS and tribes shall coordinate their respective activities to the end that in the implementation of

their independent management and regulation of the LRMA they achieve to the extent practicable, a uniform system of recreation management including law enforcement throughout the LRMA taking into account the special needs or circumstances identified by the tribes or the NPS within the Reservation or Recreation Zones, respectively.

2. The NPS and tribes shall develop and implement a procedure that informs the recreating public of all facilities, resources, and concessions located within the LRMA, and the limitations on their use, and further informs the recreating public of the rules applicable in the various Management Areas of the LRMA, including anti-pollution rules.

3. The NPS and tribes shall work with Reclamation in the development of any recreation management or resource plans for the LRMA consistent with Federal law.

H. Development and Utilization of Resources:

1. The tribes shall retain within those parts of the Reservation Zone within their respective reservations the right to beneficially develop and utilize the natural resources and to develop economic enterprises that are compatible within the character of the LRMA, subject to federal statutory requirements. Use of the freeboard lands as allowed under this subpart H.1. shall be with the permission of the United States, which shall not be unreasonably withheld.

2. Should operations of the Columbia Basin Project cause damage to the natural resources on the freeboard lands within the Reservation Zone for which mitigation is required by law, the mitigation shall take place on the Reservation within which the damage took place to the extent practicable. Nothing in this part shall relieve any party from liability for past impacts to the natural resources of any party on either the Colville or Spokane Reservations.

I. Reservation of Rights:

This Agreement shall not be construed as waiving any rights the parties have under any applicable Act of Congress, Executive Order, treaty, regulation, court decision or other authority.

J. Protection and Retention of Historical, Cultural and Archaeological Resources:

1. The parties to this Agreement shall prepare a Cultural Resources Management Plan that provides for the identification, and protection of Indian archaeological and historical resources (as identified in 16 U.S.C. 470bb(1), and 16 U.S.C. § 470w(5) (hereafter Indian Resources) located within the LRMA, and a procedure for the most expeditious transfer of title and return to the tribes of Indian Resources removed from the LRMA by the United States or with the United States' authority and which are within the United States' possession or under its control, consistent with the tribes' ability to properly curate or provide for the curation of the Indian Resources as required by law.

2. The Cultural Resources Plan shall contain provisions requiring the Federal parties to notify and consult with the tribes during the planning process and prior to authorizing or undertaking any survey, monitoring, or removal of Indian Resources from the LRMA, and shall provide an opportunity for the tribes to participate in, or if consistent with the activity to undertake any such activity.

K. Duty to Comply:

It shall be a violation of this Agreement for any party to take any action or authorize any other person or entity to take any action that is inconsistent with or in violation of the terms and conditions of this Agreement, or to fail to take any action otherwise required by this Agreement.

V. MISCELLANEOUS PROVISIONS

A. Effective Date:

This Agreement shall become effective on the date it is approved by the Secretary of the Interior.

Modification of Agreement:

This Agreement may be modified only in writing, signed by all the parties and approved by the Secretary.

C. Termination:

This Agreement shall remain in effect until terminated by the Secretary of the Interior. Any party may request that the Secretary terminate this Agreement. Within 30 days of the receipt of a request to terminate, the Secretary shall establish a mechanism to assist the parties to the Agreement in reconciling differences under this Agreement or to negotiate a new Agreement. The Secretary shall terminate this Agreement 180 days after the mechanism required under this part is established if no agreement between the parties is reached.

D. Judicial Enforcement:

Without regard to any other dispute resolution process set out in this Agreement, any party may seek review of any provision of this Agreement to determine the rights or obligations of the parties under this Agreement or to seek judicial enforcement of any provision of this Agreement or of a party's failure to carry out any duty provided for under this Agreement. Nothing in this Agreement shall be interpreted or construed as a limitation upon any party's right to seek judicial or administrative enforcement or review of any matter based upon treaty, Federal or state law or Executive Order, or to take any other action allowed by law.

E. Implementation of Agreement:

1. The tribes and the NPS shall independently exercise their individual and separate management and regulation of the Reservation and Recreation Zones respectively, consistent with the consultation and coordination responsibilities set out in this Agreement, and consistent with the legislated purposes of the Columbia Basin Project and applicable Reclamation Law.

2. Reclamation, in exercising its statutory oversight authority in the LRMA, shall not interfere with the management and regulation of the tribes or NPS as set

out in Part IV.D of this Agreement except where the actions of either the tribes, the NPS, or both are inconsistent with the legislated purposes of the Columbia Basin Project or interfere with the ability of Reclamation to carry out its legislated responsibility for the Columbia Basin Project.

F. Visitor Center:

Reclamation shall work with the tribes and NPS to incorporate their suggestions into the development of an interpretive program to the extent of available resources, for changes to the visitor's presentations. The resulting program should depict the purpose and operation of the Columbia Basin Project, the Indian history, government, and culture of the area, the impact of the Columbia Basin Project on the tribes, and the available recreational resources and benefits. This may include the display and distribution of literature/information applicable to the LRMA.

G. Contracting:

There are or may be activities carried out by contract by the Federal parties that take place within the LRMA under this Agreement that could be contracted by the tribes. The Federal parties will provide notice to the tribes of all contracting opportunities within the LRMA and will coordinate on contracting options, which may be available to tribes, either directly or through another Federal agency, within the LRMA, prior to the obligation of appropriated funds consistent with their statutory authorities. The parties to this Agreement shall use their best efforts to contract with the tribes consistent with the continued execution of their agency directed duties, to the extent allowed by statutory authority. Likewise, there may be opportunities for the tribes to contract for services or facilities with the other parties. Nothing in this Part shall limit a party from utilizing bidding procedures.

APPROVED:

DATED: APR 20 1990

Jude C. Stensgar
Chairperson
Colville Business Council

DATED: APR 20 1990

John M. Sayre
Assistant Secretary for
Water and Science

DATED: APR 20 1990

Joe V. Flett
Chairperson
Spokane Indian Tribe

DATED: APR 11 1990

Constance B. Harriman

Constance Harriman
Assistant Secretary for
Fish, Wildlife and Parks

DATED: APR 10 1990

James M Ridenour

Jame M. Ridenour
Director
National Park Service

DATED: APR 20 1990

Dennis Underwood
Commissioner
Bureau of Reclamation

DATED: APR [illegible]

Dr. Eddie F. Brown
Assistant Secretary for the
Bureau of Indian Affairs

DATED: APR 05 1990

Manuel Lujan, Jr., Secretary
Department of Interior

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FILED IN THE
U.S. DISTRICT COURT
EASTERN DISTRICT OF WASHINGTON

SEP 27 2000

JAMES R. LARSEN, CLERK
________________DEPUTY
SPOKANE, WASHINGTON

Appendix F

UNITED STATES DISTRICT COURT
EASTERN DISTRICT OF WASHINGTON

EDWARD G. TORRISON and MARLENE J. TORRISON, Husband and Wife,,

Plaintiffs,

v.

VAUGHN L. BAKER, et al.,

Defendants.

No. CS-97-285-FVS

ORDER DISMISSING ACTION

THIS MATTER comes before the Court based upon the parties' cross motions for summary judgment. The plaintiffs are represented by Linwood D. Sampson; the government by Assistant United States Attorney William H. Beatty.

BACKGROUND

The State of Washington (hereinafter "the State") was admitted to the Union in 1889. At that point, the State assumed sovereignty over the beds of navigable waters within its boundaries. See United States v. Alaska, 521 U.S. 1, 5, 117 S.Ct. 1888, 1892, 138 L.Ed.2d 231 (1997) ("Under the doctrine of Lessee of Pollard v. Hagan, 3 How. 212, 228-229, 11 L.Ed. 565 (1845), new States are admitted to the Union on an 'equal footing' with the original 13 Colonies and succeed to the United States' title to the beds of navigable waters within their boundaries."). Since the Columbia River was a navigable water, the river bed became State property.

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In 1935, Congress passed the first of a series of enactments that led to the construction of Grand Coulee Dam and the creation of a substantial reservoir behind the dam. Act of August 30, 1935, Pub.L. No. 74-409, 49 Stat. 1028. This enterprise became part of what is now known as the Columbia Basin Project. Act of March 10, 1943, Pub.L. No. 78-8, 57 Stat. 14 (codified as amended at 16 U.S.C. §§ 835-835m).

The reservoir behind Grand Coulee Dam is named Lake Roosevelt. See Cassidy v. United States, 875 F.Supp. 1438, 1441 (E.D.Wash.1994). In order to accommodate the creation of Lake Roosevelt, the Federal Government (hereinafter "the government") began acquiring property along the banks of the Columbia River. One of the parcels is situated in Lincoln County, Washington. The property was purchased from Ivah Esther Jump Olsen in 1936.[1]

In 1939, the State ceded concurrent jurisdiction over certain lands acquired by the government. Washington Session Laws, ch. 126, § 2 (1939). The Torrisons concede that, at least initially, the 1939 legislation applied to the land the government acquired from Ivah Esther Jump Olsen.[2]

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[1] The Torrisons have withdrawn a request to add a quiet title claim. 28 U.S.C. §§ 2409a and 1346(f). Consequently, they will not be heard to suggest that Ivah Esther Jump Olsen conveyed less than her entire interest in the property.

[2] The act also said that the jurisdiction so ceded to the government would cease if "the United States shall for five consecutive years fail to use any such land for the purposes of the grant or acquisition, ..." Washington Session Laws, ch. 126, § 2 (1939). That limitation is of no significance in this case. For one thing, the government continuously has maintained Grand Coulee Dam and Lake Roosevelt. For another, the government

In 1946, Congress authorized the National Park Service to enter into agreements with other government agencies concerning the administration of land under federal jurisdiction. Act of August 7, 1946, 60 Stat. 885. Codified as 16 U.S.C. § 17j-2(b), the legislation states:

> Appropriations for the National Park Service are authorized for -
> . . . .
> (b) Administration, protection, improvement, and maintenance of areas, under the jurisdiction of other agencies of the Government, devoted to recreational use pursuant to cooperative agreements.

(Emphasis added.) Late in 1946, representatives of the Bureau of Reclamation, the National Park Service, and the Office of Indian Affairs entered into a cooperative agreement to create the Coulee Dam Recreation Area.[3] Since then, the area has been administered by the Park Service pursuant to a series of agreements. A few years ago, its name was changed to the Lake Roosevelt National Recreation Area.

In 1981, Edward G. Torrison and Marlene J. Torrison (hereinafter "the Torrisons") bought a parcel of real property that is situated immediately south of the property which the government acquired from Ivah Esther Jump Olsen. The federal land lies between the Torrisons' property and Lake Roosevelt. That part of the Torrisons' property

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does not need the State's consent to regulate federal property in the State. See State of Nevada v. Watkins, 914 F.2d 1545, 1554 (9th Cir.1990), cert. denied, 499 U.S. 906, 111 S.Ct. 1105, 113 L.Ed.2d 215 (1991).

[3] The 1946 agreement may not have been the first agreement. Although the record is not entirely clear, there is some indication that, as early as 1942, the Bureau of Reclamation and the National Park Service reached an understanding concerning Lake Roosevelt.

which is closest to Lake Roosevelt is 370 feet from the water when the lake is at its maximum level.

At about the same time the Torrisons bought their property, they obtained a permit from the Park Service for a dock. Besides building a dock, they constructed a cabin with a deck. From 1981 through 1996, the Park Service continued to re-authorize the Torrisons' permit. However, in 1996, the Park Service advised the Torrisons that their permit would not be renewed, and that they would be required to remove their dock.

The Torrisons filed this lawsuit in 1997. In an effort to resolve the dispute, the parties agreed to have the relevant property lines surveyed. The surveys indicate that both the Torrisons' dock and a portion of their deck lie on government property.

AUTHORITY TO REGULATE

The Constitution's Property Clause provides that "Congress shall have Power to dispose of and make all needful Rules and Regulations respecting the Territory or other Property belonging to the United States." U.S. Const. art. IV, § 3, cl. 2. Based upon that provision, it is clear that Congress has the authority to regulate the land it acquired in connection with the creation of Lake Roosevelt. See Kleppe v. New Mexico, 426 U.S. 529, 542, 96 S.Ct. 2285, 2293, 49 L.Ed.2d 34 (1976). Neither side disagrees with that proposition. Rather, they differ with respect to whether Congress has delegated to the Park Service its power to regulate docks in the Lake Roosevelt National Recreation Area. The Park Service insists it possesses such authority by virtue of the National Park Service

Organic Act of 1916, 16 U.S.C. § 1 et seq. The Torrisons challenge the Park Service's interpretation of that statute. They deny the Park Service has the power to demand the removal of their dock.

The dispute over the Park Service's interpretation of its Organic Act raises two issues. Chevron, USA, Inc. v. Natural Resources Defense Council, Inc., 467 U.S. 837, 842-44, 104 S.Ct. 2778, 2781-82, 81 L.Ed.2d 694 (1984) (hereinafter "Chevron"). The first issue is "whether Congress has directly spoken to the precise question at issue. If the intent of Congress is clear, that is the end of the matter; . . . ." Id. at 842, 104 S.Ct. at 2781. However, if Congress has not spoken directly, a second issue must be considered. The second issue "is whether the agency's answer [to the unresolved question] is based on a permissible construction of the statute." Id. Given the framework established by Chevron, it is appropriate to begin with the text of the Organic Act.

During both 1970 and 1978, Congress amended the Organic Act. National Park System General Authorities Act, Pub.L. No. 91-383, 84 Stat. 825 (1970); Redwood National Park, Pub.L. No. 95-250, 92 Stat. 163 (1978). Not only did Congress incorporate recreation areas into the National Park System, but Congress also required "that they be managed consistently with the rest of the system." See Bicycle Trails Council of Marin v. Babbitt, 82 F.3d 1445, 1452-53 (9th Cir.1996) (hereinafter "Bicycle Trails Council"). As a result of the 1970 amendment, the National Park System now includes "any area of land and water now or hereafter administered by the Secretary of the Interior through the National Park Service for park, monument, historic, parkway, recreational, or other purposes." 16 U.S.C. § 1c(a). The Lake Roosevelt National Recreation Area fits comfortably within that definition.

Since the Lake Roosevelt National Recreation Area is part of the National Park System, the Park Service must manage it in a manner "consistent with and founded in the purpose established by section 1 of this title, to the common benefit of all the people of the United States." 16 U.S.C. § 1a-1. That purpose "is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." 16 U.S.C. § 1 (emphasis added).

Section 2 of the General Authorities Act outlines the authority Congress has conferred upon the Park Service to accomplish its responsibilities. Codified as 16 U.S.C. § 1c(b), the legislation states in part:

> Each area within the national park system shall be administered in accordance with the provisions of any statute made specifically applicable to that area. In addition, the provisions of sections 1b to 1d of this title, and the various authorities relating to the administration and protection of areas under the administration of the Secretary of the Interior through the National Park Service, . . ., shall, to the extent such provisions are not in conflict with any such specific provision, be applicable to all areas within the national park system and any reference in such Act to national parks, monuments, recreation areas, historic monuments, or parkways shall hereinafter not be construed as limiting such Acts to those areas.

(Emphasis added). As can be seen, neither § 1c(b) nor any other section in the Organic Act specifies how the National Park System is to be managed. The Torrisons interpret the Organic Act's lack of specificity in that regard as a limitation on the authority of the Park Service. The Ninth Circuit has not adopted that interpretation, concluding instead that the absence of specifics means that "'the Park Service has broad discretion in determining which avenues best achieve the Organic Act's mandate . . .'" See Bicycle Trails Council, 82 F.3d at 1454 (quoting National Wildlife Federation v. National Park Service, 669 F.Supp. 384, 390 (D.Wyo.1987)).

The Park Service has determined it must regulate docks within the Lake Roosevelt National Recreation Area in order to fulfill its responsibilities under the Organic Act. Given the structure of the Organic Act, especially after the 1970 and 1978 amendments, this appears to be precisely the type of determination Congress intended the Park Service to make. Thus, while the Organic Act does not specifically authorize the Park Service to regulate docks within the Lake Roosevelt National Recreation Area, and while reasonable minds may differ regarding the wisdom of the policy adopted by the Park Service, its policy reflects a permissible construction of its Organic Act. It follows that the Park Service does have the power to demand the removal of private structures that encroach upon the Lake Roosevelt National Recreation Area.

ESTOPPEL

The Torrisons insist they relied upon Park Service boundary markers in determining where to construct their dock and their deck. Claiming their reliance was justified, the Torrisons argue the Park Service should be estopped from disputing the validity of markers that have now been determined by survey to be incorrect.

The Torrison's argument is unpersuasive. As they concede, "[i]n order for equitable estoppel to apply against the government, the government must have engaged in 'affirmative misconduct going beyond mere negligence' and caused 'a serious injustice.'" Cedars-Sinai Medical Center v. Shalala, 177 F.3d 1126 (9th Cir.1999) (quoting Watkins v. United States Army, 875 F.2d 699, 707 (9th Cir.1989)). Here, there is absolutely no evidence of misconduct on the part of the government.

STATE LAW [4]

The Torrisons insist Congress has decided to defer to the State concerning the existence of riparian rights[5] within the Columbia Basin project. In support of that contention, they cite 16 U.S.C. § 835-1, which is a 1962 amendment to the Columbia Basin Project Act. Section 835-1 states, "The Columbia Basin project shall be governed by the Federal reclamation laws, being the Act of June 17, 1902 (32 Stat. 388), and all Acts amendatory thereof or supplementary thereto." As the Torrisons point out, Section 8 of the Reclamation Act of 1902 states:

> "[N]othing in this Act shall be construed as affecting or intended to affect or in any way interfere with the laws of any State or Territory relating to the control,

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[4] The two preceding determinations -- i.e., that the Park Service is authorized by its Organic Act to demand the removal of the Torrisons' dock, and that the Park Service is not estopped from issuing such a demand -- make it unnecessary to consider the Torrisons' remaining arguments. However, in the interest of completeness, the Court will do so.

[5] A "riparian right" is "[t]he right of a landowner whose property borders on a body of water or watercourse." Black's Law Dictionary 1328 (7th ed.1999).

> appropriation, use, or distribution of water used in irrigation, or any vested right acquired thereunder, and the Secretary of the Interior, in carrying out the provisions of this Act, shall proceed in conformity with such laws, and nothing herein shall in any way affect any right of any State or of the Federal Government or of any landowner, appropriator, or user of water in, to, or from any interstate stream or the waters thereof...."

43 U.S.C. § 383. While the Torrisons concede the State does not recognize riparian rights per se,[6] they insist the State has adopted a policy favoring the construction of docks. In light of that policy, say the Torrisons, they should be allowed to retain their dock.

There are two problems with the Torrisons' argument. First, in Ivanhoe Irrigation Dist. v. McCracken, 357 U.S. 275, 280, 78 S.Ct. 1174, 1178, 2 L.Ed.2d 1313 (1958), the Supreme Court distinguished between the acquisition of water rights and the operation of federal projects. Section 8 applies to the former, said the Supreme Court, not the latter.[7] Second, even if the Torrisons' interpretation of section 8 is correct, and state law does have some relevance in this action, the Torrisons cannot save their dock.

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[6] When the State adopted its constitution in 1889, "the State claimed ownership over all submerged lands in navigable waters up to and including the line of ordinary high water. Const. art. 17, § 1. The declaration of State ownership divested upland owners of all riparian rights, including the right of access to deep water." Davidson v. State, 116 Wn.2d 13, 25, 802 P.2d 1374 (1991) (citing Eisenbach v. Hatfield, 2 Wash. 236, 26 P. 539 (1891)). Thus, even if the Torrisons' land abutted the ordinary high water mark of the Columbia, which it does not, the Torrisons would not be entitled to access to the river as a matter of right.

[7] In California v. United States, 438 U.S. 645, 674-75, 98 S.Ct. 2985, 3000-3001, 57 L.Ed.2d 1018 (1978), the Supreme Court disavowed certain dicta in Ivanhoe. In doing so, it said, "The legislative history of the Reclamation Act of 1902 makes it abundantly clear that Congress intended to defer to the substance, as well as the form, of state water law." 438 U.S. at

The Legislature of the State of Washington has enacted a statute giving landowners a revocable license to build docks on navigable waters. *See Caminiti v. Boyle*, 107 Wn.2d 662, 668, 732 P.2d 989 (1987). The statute is RCW 79.90.105, and it states:

> *The abutting residential owner to state-owned shorelands, tidelands, or related beds of navigable waters, other than harbor areas, may install and maintain without charge a dock on such areas if used exclusively for private recreational purposes and the area is not subject to prior rights*. This permission is subject to applicable local regulation governing construction, size, and length of the dock. This permission may be revoked by the department upon finding of public necessity which is limited to the protection of waterward access or ingress rights of other landowners or public health and safety. The revocation may be appealed as an adjudicative proceeding under chapter 34.05 RCW, the Administrative Procedure Act. Nothing in this section prevents the abutting owner from obtaining a lease if otherwise provided by law.

(Emphasis added.) Given the terms of RCW 79.90.105, the Torrisons can qualify for a license only if their land abuts state-owned "shorelands" or "related beds of navigable waters." Whether the Torrisons can make the requisite showing depends upon what the key terms mean.[8]

Shorelands can be either "first class" or "second class." RCW 79.90.040; RCW 79.90.045. In either case, "shorelands" means "the shores of a navigable lake or river belonging to the state, not

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675, 98 S.Ct. at 3001.

[8] RCW Chapter 79.90 begins with a number of definitions. The Washington Supreme Court has relied upon those definitions in explaining RCW 79.90.105. *Caminiti*, 107 Wn.2d at 665 n.4.

subject to tidal flow, lying between the line of ordinary high water and the line of navigability, ..." RCW 79.90.040; RCW 79.90.045.

Traditionally, the ordinary high water mark has been understood to be the line that separates the shorelands from the adjoining upland. Cf. Ghione v. State, 26 Wn.2d 635, 651, 175 P.2d 955 (1946) ("accretions, by definition, situate below the line of ordinary high tide or ordinary high water which marks the boundary between tide or shore land and the adjoining upland"). At least for purposes of RCW Chapter 79.90, the shorelands extend downward from the ordinary high water mark to the line of navigability, which separates the shorelands from the bed of a river. See generally Davidson v. State, 116 Wn.2d 13, 20-23, 802 P.2d 1374 (1991) (discussing relationship between "inner harbor line" and "line of navigation").

The term "beds of navigable waters" means "those lands lying waterward of and below the line of navigability on rivers and lakes not subject to tidal flow, or extreme low tide mark in navigable tidal waters, or the outer harbor line where harbor area has been created." RCW 79.90.050. Put somewhat differently, "Bedlands are those lands lying beyond the line of navigability of rivers and lakes and those lands beyond the low tide mark of tidal waters." Caminiti, 107 Wn.2d at 665 n.4.

The geographic relationship of these terms can be demonstrated in the following manner: Suppose some curious person gets out of his car and begins walking toward the river. When he reaches the ordinary high water mark, he has reached the boundary between the upland and the shorelands. If he steps across the ordinary high water mark, he has stepped from the upland onto the shorelands. Most times of the year, the actual water level will be lower than the ordinary high water mark. Thus, most times of the year, our curious observer will have to walk at least a few steps down the slope before he comes to the edge of the water. If our observer begins wading out into the water, eventually he will reach the line of navigability. At that point, he has reached the bed of the river.

In view of the preceding analysis, the dispositive issue for purposes RCW 79.90.105 is whether the Torrisons' property abuts the ordinary high water mark. If it does, their property abuts shorelands, and they might be able to invoke the statute. By contrast, if their property does not abut the ordinary high water mark, their property does not abut the shorelands, and they may not invoke the statute.

As the record now stands, it is not entirely clear where the ordinary high water mark lies along this stretch of the Columbia River. Presumably, however, it is no further up the river bank than the point at which Lake Roosevelt reaches its maximum level. If that assessment is correct, the Torrisons reliance upon RCW 79.90.105 is misplaced. According to undisputed facts, the government's land lies between the ordinary high water mark and the Torrisons' property.

The Torrisons seek to avoid that conclusion by seizing upon the word "related" as used in the phrase "related beds of navigable waters." According to the Torrisons, the presence of the word "related" must signify an area associated with the bed of the river. They seem to be arguing that the phrase "related beds of navigable waters" includes that area from the line of navigability up to the ordinary high water mark. In other words, the phrase "related beds of navigable waters" means roughly the same thing as shorelands. Even if the Torrisons are correct in that regard, their interpretation of the statute will not save their dock. As even they appear to concede, the government's land lies between the shorelands and their property. Thus, the Torrisons are reduced to arguing that their dock should be allowed to remain as a matter of public policy. Id. at 5. That will not do. The Torrisons' public policy arguments fall well short of the standard necessary to justify judicial interference in the Executive Branch's performance of legislatively conferred responsibilities.

IT IS HEREBY ORDERED:

1. The Torrisons' motion for summary judgment (Ct. Rec. 23) is **DENIED**.

2. The motion for summary judgment brought by the United States (Ct. Rec. 27) is **GRANTED**.

3. The Torrisons' claims against the United States are dismissed with prejudice.

4. The United States is entitled to the security posted by the Torrisons.

IT IS SO ORDERED. The District Court Executive is hereby directed to enter this order and furnish copies to counsel.

DATED this 27th day of September, 2000.

Fred Van Sickle

Fred Van Sickle
Chief United States District Judge

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Appendix G

Visitor Statistics

Lake Roosevelt National Recreation Area

year	published recreational visits	boat launches
1947	ca. 36,500	
1948		
1949		
1950	ca. 72,200	
1951		
1952		
1953		
1954		
1955	218,800	
1956	252,600	
1957	266,900*	
1958	362,500	
1959	449,000	
1960	647,400	
1961	740,700	
1962	689,900	
1963	664,500	
1964	637,100	
1965	680,200	
1966	778,300	
1967	758,400	
1968	542,700	
1969	875,100	
1970	652,900	
1971	421,200	
1972	447,660	
1973	428,000	
1974	575,100	
1975	496,400	
1976	635,400	
1977	676,800	16,000
1978	712,545	17,000
1979	794,710	
1980	833,400	
1981	873,754	33,451
1982	819,328	31,127

1983	666,641	26,309
1984	622,908	22,768
1985	517,471	19,055
1986	790,311	22,900
1987	1,067,001	31,245
1988	1,366,305	51,371
1989	1,097,136	52,036
1990	1,542,515	60,188
1991	1,771,420	64,008
1992	1,121,973**	74,981
1993	1,198,605	75,102
1994	1,515,674	108,404
1995	1,341,016	95,564
1996	1,045,455	71,541
1997	1,431,960	71,680
1998	1,545,150	72,372
1999	1,403,793	57,114

* In May 1957, the multiplier was changed from 3.5 persons-per-vehicle to 4.0.

** Change in counting procedures, including reducing persons-per-vehicle multiplier from 3.5 to 2.45

Note: New statistical methods were employed in the early 1970s.

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"Sails and Motors to Dot Dam Lake." *Columbian* 5 (23 Feb. 1939): 11.

> Brief article describing the initial meeting of the group that became the Grand Coulee Dam Yacht Club. It mentions a proposed log boom and floating wharf near Rattlesnake Canyon.

Schuster, R. L. "Reservoir Induced Landslides." *Bulletin of the International Association of Engineering Geology* 20 (1979): 8-15.

> Includes a case study, with excellent photographs, of landslides along the shores of Lake Roosevelt.

Simonds, William Joe. "The Bureau of Reclamation and its Archeology: A Brief History." *CRM* 23 (2000 no. 1): 5-8.

> Author provides useful background history on Reclamation's program of archaeology in connection with its projects.

Sperlin, O. B., ed. "Our First Horticulturalist." *Washington Historical Quarterly* 22 (Jan. 1931): 48.

> This portion of the edited journal of the Wilkes Expedition covers the exploration of present-day eastern Washington in 1841. The account describes native plants of the region and foods gathered by American Indians in the area. In addition, it mentions Euroamerican settlements and offers a good description of the Hudson's Bay Company farm at Fort Colvile.

Sprague, Roderick. "American Indians and American Archaeology." *American Antiquity* 39 (January 1974): 1-2 (reprint).

> Writer offers several suggestions to reduce or remove the Indian-archaeologist conflict that intensified during the height of the Red Power movement.

Swain, Donald C. "The National Park Service and the New Deal, 1933-1940." *Pacific Historical Review* 41 (August 1972): 312-32.

> Discusses several aspects of the National Park Service during the 1930s, including the agency's historic preservation program and recreational planning and development.

"Vista Points on Columbia Basin Project." *Reclamation Era* 26 (December 1936): 286-287.

> Short article on the Bureau of Reclamation vista houses adjacent to Grand Coulee Dam.

Webb, Melody. "Cultural Landscapes in the National Park Service." *Public Historian* 9 (Spring 1987): 81-89.

> Traces the evolution of the idea of cultural landscapes and how interest within the Park Service has broadened from the initial inclusion of event-related landscapes to cover a wide variety of complex landscapes.

"Widening Columbia River Channel by Contract." *Reclamation Era* 31 (Jan. 1941): 7.

> Discusses the widening of the channel near the Canadian border to prevent flooding of Canadian lands above Lake Roosevelt.

Reports and Government Documents

Ackerman, Lillian A. *Ethnographic Overview and Assessment of Federal and Tribal Lands in the Lake Roosevelt Area Concerning the Confederated Tribes of the Colville Indian Reservation.* Project Report Number 30. Pullman: Center for Northwest Anthropology, Washington State University, 1996.

> Report provides a useful ethnographic overview and history of the native people in the Lake Roosevelt area.

Allen, R., et al. "Investigative Reports of Columbia River Fisheries Project." Vancouver, Wash.: Pacific Northwest Regional Comm., 1976.

> Includes a report by Lloyd A. Phinney of the Washington Department of Fisheries concerning the implementation of programs for Columbia and Snake rivers salmon and steelhead runs.

Arnold, Edwin L. "Project Report on the Recreation Aspects of the Columbia Basin Project, Washington." San Francisco: National Park Service, 1967. Available at LARO research library.

> Makes recommendations on recreation planning for the Columbia Basin area, including Banks Lake.

Beckman, Lance G. et al. "Assessment of the Fisheries and Limnology in Lake F. D. Roosevelt, 1980-83. Final Report 1985." Seattle: U.S. Fish & Wildlife Service, 1985. Available at Eastern Washington University Library.

> The authors obtained baseline data 1979-83 and formulated recommendations for enhancing the Lake Roosevelt fishery by controlling water levels. They recommended caution in trying to establish kokanee salmon or rainbow trout by using hatcheries. They concluded that Lake Roosevelt could support a viable fishery.

Behrens, Greg W., and Phillip J. Hansen. "Geology and Related Construction Problems of the Grand Coulee Dam Project," pp. 357-69 in Joseph, N.L. et al., eds., *Geologic Guidebook for Washington and Adjacent Areas,* Washington Division of Geology and Earth Resources, Information Circular No. 86, 1989. Available in "Grand Coulee Dam" section of Dams box, LARO research library.

> Technical report on the geology of the Grand Coulee Dam area as it relates to construction and operation of the dam, with a suggested road trip to view major project features.

Bennett, David H., and Robert G. White. "A Survey of Existing Literature on Franklin D. Roosevelt Lake." University of Idaho, Forest, Wildlife and Range Experiment Station, Contribution No. 61, January 1977. Available at LARO research library.

> Useful summaries of many different scientific studies of Lake Roosevelt.

Biery, Ken D., Jr. "National Park Service Security & Fire Protection Survey: Coulee Dam National Recreation Area, Fort Spokane District, Park Headquarters." n.d. Available in file Coulee Dam NRA, Kent Bush, Columbia Cascades Support Office.

> Detailed report on Fort Spokane's physical security systems, with recommendations.

Bloodworth, Jessie. "Human Resources Survey of the Colville Confederated Tribes: a Field Report of the Bureau of Indian Affairs." Portland: Colville Agency, 1959.

> Good tribal history along with sociological information from the late 1950s.

Bouchard, Randy, and Dorothy I. D. Kennedy. *Indian Land Use and Occupancy in the Franklin D. Roosevelt Lake Area of Washington State.* Unpublished report prepared for the Colville Confederated Tribes and the United States Bureau of Reclamation, June 1984.

> Comprehensive report contains excellent history of the Colville tribes. Emphasis of document is on area place names.

Brooks, Kenneth W. *Grand Coulee Dam Environmental Plan.* Prepared for U.S. Bureau of Reclamation, 1968. Available at Coulee Dam Town Hall.

> This environmental plan was set into motion by the construction of the third powerhouse. Provides recommendations on tourist and recreational facilities in the area, including along the shores of Lake Roosevelt. Proposes a Columbia River Parkway.

Brown, Daniel R. "Coulee Dam National Recreation Area: Statement for Interpretation, FY93." 1993. Available in K1817 Interpretive Plan, LARO.HQ.CIO.

Overview of interpretation program themes, objectives, costs, and patterns.

Bruesewitz, Sally L., et al. "Hooking Mortality of Walleye Caught from Deep Water." Olympia: Washington Dept. of Fish & Wildlife, 1996.

This study of Lake Roosevelt walleye concluded that walleye caught from deep water could be protected through length limits and catch-and-release fisheries.

Bucy, Lisa K., and William H. Funk. *Lake Roosevelt Management Plan.* Prepared for the Lake Roosevelt Water Quality Council. Pullman, Wash.: WRC Report No. 93, State of Washington Water Research Center, 1996.

Review and summary of existing water quality conditions and a management plan for Lake Roosevelt.

Chance, David H. *Fort Colvile: The Structure of a Hudson's Bay Company Post, 1825 to 1871 and After.* Moscow, Idaho: Department of Sociology/Anthropology, 1972.

Detailed report by the chief archaeologist of the Fort Colvile site that includes excellent descriptions of the fort buildings and outlying sites based on extensive archival research.

______. "Kettle Falls: 1976. Salvage Archaeology in Lake Roosevelt." University of Idaho Anthropological Research Manuscript Series, No. 39. Moscow: Laboratory of Anthropology, University of Idaho, 1977.

Lengthy report describing the archaeological field work during the 1976 season at sites in the Kettle Falls area. The analysis pulls together several years of work at these sites and offers descriptions of at least three phases of cultural activity there over the past two thousand years.

Collier, Donald, Alfred E. Hudson, and Arlo Ford. "Archeology of the Upper Columbia Region." University of Washington Publications in Anthropology 9. Seattle: University of Washington Press, 1942.

Report covers the salvage archaeology operations of the Columbia Basin Archaeological Survey in the area that was later flooded by Lake Roosevelt. Although later archaeologists have criticized the authors both for their field work and their conclusions, this report remains important since it covers the first excavations done in this region.

Colville Confederated Tribes. "The Year of the Coyote: Centennial Celebration, July 2, 1972." Nespelem, Wash.: Colville Confederated Tribes, 1972.

Provides a detailed overview of the land history of the Colville Confederated Tribes.

Colville Confederated Tribes, National Park Service, Spokane Tribe of Indians, Bureau of Reclamation, and Bureau of Indian Affairs. "Lake Roosevelt Concession Management Plan." Jan. 1991. Available in Special Park Use, etc. notebook, LARO.HQ.CIO.

This document provides guidelines and recommendations for managing concessions along all of Lake Roosevelt, with emphasis on specific development areas.

Colville Confederated Tribes, and Spokane Tribe of Indians. "Proposal for Fishery and Wildlife Evaluation and Development of Management Alternatives for Franklin D. Roosevelt Reservoir and Its Tributary Streams." ca. 1975. Available in file N1423 Fish (Annual Report), LARO.HQ.ADM.

Reports on an effort to develop a comprehensive research program to evaluate the existing fishery and wildlife resources of Lake Roosevelt and to initiate management programs.

Combes, John D. "A Preliminary Investigation at Old Military Fort Spokane, Washington." Report of Investigations No. 30. Pullman: Laboratory of Anthropology, Washington State University, 1965.

Brief report includes a useful history of Fort Spokane.

Elvidge, Janice A. "The Interpretive Desires of Overnight Visitors at Four Campgrounds in Coulee Dam National Recreation Area." n.d. [short and long versions] Available in file K1817 Visitor Survey, LARO.HQ.CIO.

This 1990s survey analyzed the characteristics of those who attended interpretive programs at LARO and those who did not.

Fish, Frederic F., and Mitchell G. Hanavan. "A Report Upon the Grand Coulee Fish-Maintenance Project, 1939-1947." Special Scientific Report No. 55, U.S. Fish & Wildlife Service, ca. 1948.

Discusses the natural and artificial propagation of relocated fish, concluding that it is questionable whether the early-running Columbia River salmon races can surmount the increasing development of the river and its tributaries.

Frizzell, Kent, U.S. Department of the Interior Solicitor, to Secretary of the Interior. "Opinion on the boundaries of and status of title to certain lands within the Colville and Spokane Indian Reservations." 3 June 1974. Available in file A44 Tri-party Agreement, LARO.HQ.ADM.

> This opinion discusses the boundaries and status of title to lands within the reservations. It overturned much of the 1945 opinion written by Warner Gardner.

Galm, Jerry R., ed. *A Design for Management of Cultural Resources in the Lake Roosevelt Basin of Northeastern Washington.* Eastern Washington University Reports in Archaeology and History 100-83. Cheney: Archaeological and Historical Services, Eastern Washington University, 1994.

> Report contains an excellent summary of previous archaeological work in the Lake Roosevelt reservoir, as well as a fine history of northeastern Washington.

Gangmark, Harold A., and Leonard A. Fulton. "Preliminary Surveys of Roosevelt Lake in Relation to Game Fishes." Washington, D.C.: U.S. Fish & Wildlife Service, Special Scientific Report: Fisheries No. 5, 1949.

> Survey completed as a first step towards improving the sport fishing in Lake Roosevelt.

Gardner, Warner W., U.S. Department of the Interior Solicitor. Opinion (Memorandum to Assistant Secretary Chapman). 29 Dec. 1945. Available in file 2, box 3 of 3, LARO #95, Cat. #3250, LARO.HQ.PAO.

> This key opinion defined Indian rights at Lake Roosevelt until 1974, when much of the findings were overturned by a subsequent opinion. It provided the basis for the first thirty years of Park Service management of the NRA.

Gilbert, Cathy A., and Renata Niedzwiecka. "The Historic Landscape of Fort Spokane: A Design Proposal." Seattle: National Park Service, 1985.

> Contains management plans and a brief history of Fort Spokane.

Gilbert, Cathy A., Renata Niedzwiecka, James Thomson, and Laurin Huffman II. "Comprehensive Design Plan for Fort Spokane." Seattle: Cultural Resources Division, Pacific Northwest Region, National Park Service, 1991.

> Comprehensive report details design problems and alternative solutions for Fort Spokane.

Hall, Bert A. *Final Construction Report on Lake Roosevelt Reservoir.* Coulee Dam, Wash.: Bureau of Reclamation, 1952. Available at Grand Coulee Project Office, Bureau of Reclamation.

> Detailed report on the relocation of highways, bridges, and railways and the clearing work necessary for the clearing of the area now known as Lake Roosevelt.

Howerton, Jack, Jennifer Creveling, and Brent Renfrow. "Wildlife Protection, Mitigation and Enhancement Planning for Grand Coulee Dam, Final Report." Portland: U.S. Bonneville Power Administration, 1986.

> Contains summary of effects on wildlife and habitat caused by the creation of Lake Roosevelt, plus recommendations for mitigation.

Hussey, John A. "Fort Spokane, Washington: A History of the United States Army Post and of the Fort Spokane Military Reservation." San Francisco: U.S. Department of the Interior, National Park Service, Region Four, April 1958.

> Brief but useful history of Fort Spokane, including its use by the Bureau of Indian Affairs.

Jones, Fred O. "Report on Geologic Conditions at the Gifford-Inchelium Ferry Landings, Stevens and Ferry Counties, Washington." Spokane: U.S. Geological Survey, 1949.

> Study conducted to determine potential landslide conditions at the two ferry landings.

Jones, Fred O., Daniel R. Embody, and Warren L. Peterson. "Landslides along the Columbia River Valley, Northeastern Washington." Washington, D.C.: Government Printing Office, U.S. Geological Survey Professional Paper 367, 1961. Available at Mid-Columbia Regional Library, Kennewick, Washington.

> Detailed study of more than 300 landslides in the Pleistocene terrace deposits of Lake Roosevelt and downstream of Grand Coulee Dam. The authors developed techniques for judging the stability of natural slopes and estimating the extent of impending landslide actions.

Larrabee, Edward McM., and Susan Kardas. "Archaeological Survey of Grand Coulee Dam National Recreation Area. Part I: Lincoln County above Normal Pool." Pullman: Laboratory of Anthropology, Washington State University, Report of Investigations No. 38, 1966.

> Report includes list of informants, some interviewed in the 1960s, as well as a copy of information from Billy Curlew on Indian campsites.

Lewis, Ralph H. *Museum Curatorship in the National Park Service, 1904-1982.* Washington, D.C.: National Park Service, 1993.

Detailed, comprehensive history of the National Park Service museum program.

Mackintosh, Barry. *Interpretation in the National Park Service: A Historical Perspective.* National Park Service, 1989.

Provides a context in which to place interpretation at Lake Roosevelt NRA.

______. *The National Parks: Shaping the System.* Washington, D.C.: National Park Service, 1985.

Author provides a concise history of the National Park Service and shows how it has evolved since its creation. Includes a section on the creation of reservoir areas.

______. *Visitor Fees in the National Park System: A Legislative and Administrative History.* Wash., D.C.: National Park Service, 1983.

Detailed history of National Park Service administration of visitor fees, up to 1980.

McCrary, Paul F. "Interpretive Prospectus for Coulee Dam National Recreation Area." Sept. 25, 1964. Available in file K1817 Interpretive Prospectus: Coulee Dam NRA 1964, LARO.HQ.CIO.

Provides guidelines for interpretation of LARO to visitors.

McDonough, Maureen H., and Donald R. Field. "Coulee Dam National Recreation Area: Visitor Use Patterns and Preferences." Seattle: National Park Service, College of Forest Resources, University of Washington, 1979. Available in LARO research library.

Study of visitors to Coulee Dam NRA.

McDowell, Amy C., and Janelle R. Griffith. "Retrospective Analysis: Fisheries: Summary and Recommendations." Wellpinit, Wash.: prepared by Spokane Tribe of Indians for the Lake Roosevelt Water Quality Council, 1993.

Includes a useful summary of trends in the Lake Roosevelt fishery by decade since the 1940s.

Nielsen, J. R. "Investigation of the Walleye Fishery in Franklin D. Roosevelt Lake." pp. 28-50 in, "A Survey and Evaluation of Sport Fisheries in the North Management Area, Region One, with Special Emphasis on the Walleye Fishery." Washington Department of Game. Project No. F-64-R, Job No. 2, 1974. Available in Fisheries section, Fisheries box, LARO research library.

> Reports on a study to determine the angler utilization and catch rate and some of the age and growth characteristics of the walleye population in the lake. Includes management recommendations.

Outdoor Recreation Resources Review Commission. *Outdoor Recreation for America: A Report to the President and to the Congress by the Outdoor Recreation Resources Review Commission.* Wash., D.C.: 1962.

> Important recommendations for federal outdoor recreation management, including the creation of a Bureau of Outdoor Recreation.

Peone, Tim L., et al. "Lake Roosevelt Fisheries Monitoring Program: Annual Report, August 1988-December 1989." Volume 1. Portland: Bonneville Power Administration, 1989.

> This report gives historical data on fisheries management on Lake Roosevelt.

Powell, J. W. *Eighteenth Annual Report of the Bureau of American Ethnology to the Secretary of the Smithsonian Institution, 1896-97.* Part 2. Wash., D.C.: Government Printing Office, 1899.

> Includes information on legislation setting aside land for both the Colville and Spokane reservations.

Ray, Verne F. "Ethnic Impact of the Events Incident to the Federal Power Development on the Colville and Spokane Indian Reservations." Prepared for the Confederated Tribes of the Colville Reservation and the Spokane Tribe of Indians. Port Townsend, Washington: 1977. Available at Eastern Washington State Historical Society, Spokane.

> Ray describes not only traditional aspects of tribal culture but also the drastic impact on this culture brought on by the flooding caused by Grand Coulee Dam. He provides excellent information on many aspects of this cultural change, including a discussion of the acceptance of modern tribal government formed under the Indian Reorganization Act.

______. "Salmon Fishing by the Colville Tribes," in The Confederated Tribes of the Colville Reservation, et al. v. The United States of America, Indian Claims Commission, Docket No. 181-C, n.d. Available at Eastern Washington State Historical Society Archives (RE SC 395).

> Excellent information on the importance of salmon to the Colville Confederated Tribes, presented as part of the Tribes' case before the Indian Claims Commission. Ray also

provides his own estimates of the historic native population of the area, disputing accounts of various explorers.

______. "The Sanpoil and the Nespelem: Salish Peoples of Northeastern Washington." Seattle: University of Washington Publications in Anthropology, vol. 5, 1933.

Lengthy anthropological description of the traditional way of life of the Sanpoil and Nespelem people, based on field research done 1928-1930.

Riedel, Jon L. "Lake Roosevelt National Recreation Area, Washington, Water Resources Scoping Report." National Park Service, March 1997.

Riedel addresses a variety of water quality and other water resource issues, including the role of the National Park Service in management of water resources. The report concludes with a recommendation that the Park Service fund a full-time water resource management position at LARO.

Roberts, Edward G. "A Report on the Coulee Dam National Recreation Area." Sept. 1969. Available in file Archives, Drawer 2, LARO.FS.1107.

Report prepared for the National Park Service that makes recommendations to improve public relations and recreation facilities in the National Recreation Area.

Scholz, A. T., et al. "Feasibility Report on Restoration of Lake Roosevelt Fisheries." Cheney, Wash.: Eastern Washington University, ca. 1986. Available in file Marmot Control Program, drawer 2, LARO.HQ.RMO.

This report provides an excellent overview of Lake Roosevelt fisheries and discusses a proposed program to mitigate for fish losses resulting from Grand Coulee Dam by restoring and enhancing the sport fishery of Lake Roosevelt and its tributaries The recommendations include size regulations and bag limits for walleye and other regulations, constructing two kokanee hatcheries, improving habitat in selected tributaries, and conducting a monitoring program.

Shipman, George A. "Final Report and Recommendations Regarding the Town of Coulee Dam." Ephrata, Wash.: Bureau of Reclamation, 1954.

Synthesizes local attitudes and makes recommendations concerning the government-owned and -administered town of Coulee Dam.

________. "The Grand Coulee Dam Area: A Preliminary Report." Ephrata, Wash.: Bureau of Reclamation, 1953.

Survey of the question of the status of Coulee Dam as a government town. Discusses the economy of the area, including tourism.

Turek, Michael F. "American Indian Tribes and the U.S. National Park Service." n.p., [ca. early 1990s]. Available at LARO research library.

Author discusses National Park Service policies concerning Native Americans and cites the LARO Multi-Party Agreement as "the progressive approach."

Underwood, Keith, and John Shields. "Lake Roosevelt Fisheries Monitoring Program, 1993 Annual Report." Wellpinit, Wash.: Spokane Tribe of Indians, prepared for Bonneville Power Administration, 1996. Available at BPA library, Portland, Oregon.

Reports on efforts to collect data on the Lake Roosevelt fishery before and after the Spokane Tribal Hatchery and the Sherman Creek Hatchery began stocking in 1991 and 1992.

U.S. Department of Energy. Bonneville Power Administration. "Environmental Assessment, Colville Resident Trout Hatchery." 1986. Available at BPA Library, Portland, Oregon.

Describes the impact of Chief Joseph and Grand Coulee dams on the Colville and Spokane tribes, and the plans for a hatchery as mitigation.

U.S. Department of the Interior. Bureau of Reclamation. *Annual Project Histories, Columbia Basin Project.* [beginning in 1970, these were published by the Grand Coulee Dam Operations Office.] Available at Grand Coulee Project Office, Grand Coulee, Washington.

Excellent resource on the clearing of the reservoir for Lake Roosevelt and on subsequent management activities. Compiled for the years 1933-1985. Useful for the early years when Reclamation paid for Park Service operations at the reservoir.

______. Bureau of Reclamation. *Recreational Development of Roosevelt Lake: Columbia Basin Joint Investigations, Problem 26.* Washington, D.C.: Government Printing Office, 1945.

Invaluable discussion of the management issues at LARO as seen in its very early years.

______. Bureau of Reclamation. *Rural Recreational Areas: Columbia Basin Joint Investigations: Problem 25.* Washington, D.C.: Government Printing Office, 1945.

> Has a chapter summarizing the need for recreation facilities in eastern Washington, with recommendations.

______. Columbia Cascades Support Office. "Lake Roosevelt National Recreation Area Museum Management Plan." National Park Service, 1997. Available in LARO.HQ.CIO.

> This detailed plan outlines current conditions. Recommendations are made on interpretation at Fort Spokane, Kettle Falls, and Dry Falls, and suggestions are made concerning museum collection management and staffing.

______. Coulee Dam National Recreation Area. "General Management Plan: Coulee Dam National Recreation Area." 1980. Available in notebook GMP, Envir. Assessment, LARO.HQ.CIO.

> Delineates park-wide policies and programs.

______. "Interpretive Prospectus: Coulee Dam National Recreation Area, Washington." 1975. Available in K1817 Interpretive Prospectus Coulee Dam Dec. 1975, LARO.HQ.CIO.

> This interpretive plan covers personal and non-personal services and includes a plan for wayside exhibits.

______. "Master Plan of Coulee Dam National Recreation Area." 1964. Available in D18 Master Planning 1965-67, LARO.HQ.ADM

> Provides guidance for managing the national recreation area.

______. "Resource Management Plan and Environmental Assessment: Coulee Dam National Recreation Area." 1988. Available in file Coulee Dam NRA, Nat. Resource Mgmt. Plan 1988, LARO.HQ.CIO.

> Management plan for the following resources: air, water, plant, geological, wildlife, and hazardous wastes, with discussion of specific projects.

______. "Resources Management Plan and Environmental Assessment: Coulee Dam National Recreation Area." 1982. Available in file D18 General Management Plan, box 1 of 3, LARO.HQ.PAO.

> This is LARO's first management plan for natural and cultural resources.

______. *Special Park Use Management Plan: Coulee Dam National Recreation Area.* 30 Aug. 1990.

This plan provided the guidelines for LARO to implement NPS-53 on a local level. It deals with all special uses of federal lands at the NRA.

U.S. Department of the Interior. Coulee Dam National Recreation Area (and Lake Roosevelt National Recreation Area). "Superintendent's Annual Reports." Available in various files, LARO.HQ.ADM.

The annual reports written by the LARO superintendent are an excellent resource. They often provide detailed information and justification for particular management decisions.

U.S. Department of the Interior. Lake Roosevelt National Recreation Area. *Draft General Management Plan/Environmental Impact Statement: Lake Roosevelt National Recreation Area.* September 1998.

This recent GMP provides guidelines for managing LARO. It offers community access points as a way to resolve the problem of limited docking facilities at Lake Roosevelt.

______. "Lake Roosevelt National Recreation Area: 5 Year Strategic Plan, 1998-2002." 1997. Available in Cultural Resource Mgmt. box, LARO.HQ.SUP.

Discusses existing conditions and management goals for LARO for the period 1998 to 2002.

______. "Lake Roosevelt National Recreation Area: Resources Management Plan, Natural Resources Program." Jan. 1997.

Detailed management plan for natural resources in LARO.

U.S. Department of the Interior. National Park Service. "Coulee Dam National Recreation Area: Environmental Assessment for the General Management Plan." August 1979. Available in GMP, Envir. Assessment, etc., notebook, LARO.HQ.CIO.

Detailed evaluation of four alternatives for the management of LARO.

______. "Draft Long-Range Interpretive Plan, Lake Roosevelt National Recreational Area." 1999. Available in LARO.HQ.CIO.

This draft document provides guidance for LARO's interpretive program and also discusses visitor characteristics and trends.

______. *Lake Roosevelt National Recreation Area: Museum Management Plan.* 1997. Available in LARO.HQ.CIO.

Detailed plan for museum management at LARO.

______. "Museum Prospectus: Coulee Dam National Recreation Area." 1958. Available in file H20 Collection Management, LARO.HQ.CIO.

This is essentially an interpretive plan for LARO. It discusses visitor services, self-guided trails, personal services, waysides, and other aspects of interpretation.

______. *National Parks for the 21st Century: The Vail Agenda: Report and Recommendations to the Director of the National Park Service from the Steering Committee of the 75th Anniversary Symposium.* Washington, D.C.: 1992.

Detailed critique of the National Park Service.

______. *A Study of the Park and Recreation Problem of the United States.* Washington, D.C.: Government Printing Office, 1941.

This volume reports on a study undertaken by the National Park Service to establish a basis for coordinated recreation land planning among all agencies having responsibility for park and recreational developments. Includes information on recreation trends of the period, planning, and various agencies that dealt with recreation issues.

Walker, Deward E., Jr., and Sylvester L. Lahren. *Anthropological Guide for the Coulee Dam National Recreation Area.* University of Idaho Anthropological Research Manuscript Series, No. 33. Moscow: Laboratory of Anthropology, University of Idaho, 1977.

Authors provide a very useful overview of the native cultures in the Lake Roosevelt area. Appendices include names and locations of camps.

Washington Historical Records Survey. *Inventory of the County Archives of Washington. No. 33. Stevens County (Colville).* Seattle: Washington Historical Records Survey, 1942.

Contains a good general history of Stevens County.

Washington State Planning Council. *A Study of Parks, Parkways and Recreational Areas, State of Washington.* Olympia, Wash., 1941.

Comprehensive study includes the organization and operations of state parks, recreation areas around the state, and recreational travel. While Fort Colvile is mentioned as an area of potential interest, no mention is made of the soon-to-be Lake Roosevelt.

Williams, Gary D., and Alan S. Newell. *Historic Resource Study: Coulee Dam National Recreation Area, Washington.* Prepared by Historical Research Associates for the National Park Service, 1980.

Provides an overview of the history of the Lake Roosevelt area from the time prior to Euroamericans arriving in the area to the inundation of Lake Roosevelt. Emphasis is on Fort Colvile and Fort Spokane. Also identifies and briefly describes significant historic sites, a number of them now flooded by the reservoir.

Archival Material

Attorney-General, Fish & Game Working Files. Washington State Archives, Olympia.

These files contain correspondence related to tribal fishing rights and tribal jurisdiction questions on Lake Roosevelt. The papers as a whole cover the years 1969-1993.

Clipping file. Northwest Room, Spokane Public Library.

The library maintains extensive newspaper clipping files, most post-1920, on a wide variety of subjects that pertain to Lake Roosevelt and the surrounding area. In addition, all *Spokesman-Review* newspapers through 1920 are indexed, with these available in the same research room.

Columbia Basin Commission. Papers. Washington State Archives, Olympia.

These papers cover the years 1933-1964 and contain some valuable information on the administration of Lake Roosevelt, particularly in the "Recreation" folder of box 34.

Foley, Thomas. Papers. Manuscripts, Archives, and Special Collections, Washington State University.

Rich source of materials concerning recreation and property rights on Lake Roosevelt and tribal issues in the 1970s and 1980s. Selected highlights include:

Box 1 contains discussion of the proposed termination of the Colville Indian Reservation.

Box 80, "Wilderness - Lake Roosevelt Management Plan" folder, contains correspondence related to the concessions management plan of the late 1980s, aquaculture on Lake Roosevelt, and the tribes' role in concessions.

Box 159 contains correspondence and newspaper articles concerning the 1974 Solicitor's Opinion and the Colvilles' management of recreation within the Indian Zone.

Box 238 contains correspondence relating to drawdowns on Lake Roosevelt and the increase in special use permit fees.

Box 269 contains correspondence from the Colville Confederated Tribes and from constituents on a variety of issues.

Box 276 contains correspondence related to the Five-Party Agreement.

Box 288 contains constituent correspondence related to the Special Park Use Management Plan and the Kettle Falls Marina.

Grant County, Washington, County Commissioners' Records. Office of the County Clerk, Ephrata, Washington.

This collection consists of one folder of material related to the Lake Roosevelt Forum, including newsletters and correspondence.

Horan, Walt. Papers. Washington State University.

Valuable correspondence and other material relating to Lake Roosevelt, particularly responses from the public and agencies to the proposed National Park Service regulations for Lake Roosevelt. Covers the years 1943-1964. Highlights include:

Box 216 contains much correspondence on a variety of topics related to LARO.

Box 353 includes 1947 correspondence about issues of concern to the Colville Confederated Tribes.

Box 361 contains a discussion of Indian fishing rights.

Jackson, Henry M., Papers. University of Washington Libraries, Manuscripts and University Archives Division.

Accession 3560-3, Box 32, Folder 12 contains a four-page synopsis of the Mission 66 plans for Coulee Dam NRA, along with 1956-1957 correspondence from area residents complaining about lack of funds for developing the NRA. Letters from Harold Maysent suggest private citizens use their own equipment to develop the national recreation area.

> Accession 3560-5, Box 159, Folder 14 contains letters concerning plans to purchase Canadian water to maintain level in Lake Roosevelt.

LaBret, Frances. Untitled manuscript. n.d. Available in "History" section of Fort Spokane box, LARO research library.

> The writer, a former student at the Indian boarding school at Fort Spokane, provides an excellent first-hand account of life at the school. She tells about the reality of the school, from daily routines to humorous incidents typical of children to accounts of students running away from the school.

Lake Roosevelt National Recreation Area. Central files and files held by individual employees. Coulee Dam, Fort Spokane, and Kettle Falls, Washington.

> Files maintained by park staff over the decades are the backbone of this report. All decades except the 1960s and 1970s are well documented.

Langlie, Gov. Arthur B. Papers. Washington State Archives, Olympia.

> Box 10 contains correspondence about the 1951 regulations of Lake Roosevelt.

Magnuson, Warren G. Papers. University of Washington Libraries, Manuscripts and University Archives Division.

> Large collection contains materials about Coulee Dam National Recreation Area. Of particular interest are the following:
>
> Accession 3181-3, Box 85, Folder 21: Includes the 1951 Rules and Regulations along with considerable correspondence protesting these rules and earlier attempts to control development around the lake.
>
> Accession 3181-3, Box 85, Folder 22: Considerable correspondence from 1949-1950 concerning early attempts to regulate industry and development around Lake Roosevelt.
>
> Accession 3181-4, Box 208, Folder 5: Letter of 17 June 1949 outlining proposed developments in the new recreation area.

May, Catherine. Papers. Manuscripts, Archives, and Special Collections, Washington State University.

> May's papers are a good source of information on National Park Service management of Lake Roosevelt for the years 1959-1970. Of particular interest are the following:

Box 67, "Banks Lake" folder contains correspondence relating to recreation and lake levels on Lake Roosevelt and Banks Lake.

Box 160, "Bills - H.R. 10228" and "Bills - H.R. 7652" folders contain more discussion of Banks Lake and recreation.

Box 252, "Interior Dept. - National Park Serve" folder contains several 1960s press releases about Coulee Dam NRA.

McDonald, Angus. "A Few Items of the West." Typed manuscript, n.d. Angus McDonald Papers, SC 427, file 3/3, Montana Historical Society Archives, Helena, Montana.

Manuscript contains description of Fort Colvile, as well as discussion of discovery of gold near the fort in 1854. Much of the document covers McDonald's life elsewhere in the Northwest.

Morrison, Sid. Papers. Manuscripts, Archives, and Special Collections, Washington State University.

Morrison's papers contain some correspondence related to the administration of Lake Roosevelt in recent years.

National Archives and Records Administration, Pacific Alaska Region. Seattle, Washington.

This repository contains two groups of records that have information pertinent to this project. They are:

Record Group 75, Records of the Bureau of Indian Affairs.
Box 185, folder Colville Project 1934-35: Contains correspondence about a project to resettle Indians on lands purchased within reservation boundaries. Some of the letters contain useful information about the status of the tribes at that time.

Record Group 187, Records of the National Resources Planning Board.
Box 49, folder Recreation - Regional, Recreation Comm. 1936: Includes correspondence from staff members looking for other examples of recreation developments on other reservoirs, especially along the Mississippi River.

Box 88, folder Columbia Basin Area I, 1939: Includes correspondence concerning problems to be discussed in relation to the development of the Columbia Basin Irrigation Project. It also contains letters about the potential for recreation development on the reservoir behind Grand

Coulee Dam.

Box 107, folder Columbia Basin Area I, 1940: Contains various digests of minutes for the Problem No. 26 Committee, as well as correspondence concerning Problem No. 26.

Box 125, folder: Columbia Basin Area – General I, 1941: Includes a monthly progress report for August 1941 that concerns the drafting of the first interbureau agreement.

Box 126, folder Columbia Basin Area – Problem No. 26 1941: Most of the folder's contents deal with various interpretations of the Act of June 29, 1940, that set aside approximately one-quarter of the reservoir area for the paramount use of Indians from the Spokane and Colville reservations. Materials include resolutions from both tribes, minutes of tribal council meetings, and reports from the Problem No. 26 Committee.

National Archives and Records Administration, Pacific Sierra Region. San Bruno, California.

The LARO records held at this branch of the National Archives contain voluminous correspondence between National Park Service Regional Office and LARO staff and others concerning a wide variety of topics, primarily dating from the 1940s and 1950s. These boxes of records are mostly to be found in RG 079-89-001 and RG 079-89-004. Monthly and annual superintendent's reports dating from the 1950s and 1960s are located in RG 079-95-05 and RG 079-95-06.

Pitzer, Paul. Collection. Washington State Archives, Central Regional Branch, Ellensburg.

This collection contains the source materials for Pitzer's book, *Grand Coulee: Harnessing a Dream.*

U.S. Department of the Interior, Bureau of Reclamation. Regional Office, Boise, Idaho.

Folder 715, Columbia Basin Project, Administration of Recreational Areas, Franklin D. Roosevelt Lake: This folder contains many important documents pertaining to early LARO history, most from the period of 1941-ca. 1951. They include:
--memos and correspondence concerning the establishment of the recreation area
--first interbureau agreement between the Park Service and Reclamation, 22 July 1942
--correspondence about special use permits, a special use permit form,

and lists of early special use permits
--correspondence about the log dump controversy at San Poil Bay
--list of FY1943 expenditures
--correspondence concerning interpretations of the Act of June 29, 1940
  --Solicitor's Opinion of December 29, 1945
--correspondence about negotiations for the 1946 Tri-Party Agreement
--correspondence about the concrete plant controversy at South Marina
--correspondence illustrating mounting tensions between the Park Service and Reclamation
--correspondence about the Grand Coulee Dam Yacht Club interests
--correspondence and meeting minutes about the proposed regulations

Folder 715, Columbia Basin Project, Administration of Recreational Areas, National Park Service: This folder contains correspondence from the late 1980s defining the responsibilities of the Park Service and Reclamation.

U.S. Department of the Interior, Bureau of Reclamation. Technical library, Coulee Dam, Washington.

The technical library contains the complete run of annual project histories for the Columbia Basin Irrigation Project, 1933-1985. The photograph department contains some 72,000 negatives of photographs related to the construction of Grand Coulee Dam and operation of the Columbia Basin Irrigation Project.

______. National Park Service. Photograph Archives. Harper's Ferry Center, West Virginia.

Collection for LARO includes several dozen photographs, most dating from the 1950s and 1960s. Some documents related to interpretation at the NRA are also included.

Washington State Department of Conservation. Papers. Washington State Archives, Olympia.

Box 6 contains valuable information on Lake Roosevelt, including correspondence related to the 1951 proposed National Park Service regulations of the reservoir.

Works Progress Administration. Papers. Vertical File 343, Manuscripts, Archives, and Special Collections, Washington State University, Pullman, Washington.

Includes a lengthy 1940 press release on the clearing of the Grand Coulee reservoir.

Theses and Dissertations

Iverson, Thomas M. "Lake Roosevelt Burials: A Computer Analysis." Master's thesis, University of Idaho, 1984.

> Analysis of 283 burials from 33 sites around Lake Roosevelt. Includes a useful history of burial removal from the 1930s through 1978.

Olson, Gordon Cooper. "A History of Natural Resources Management Within the National Park Service." M. A. thesis, Slippery Rock University, 1986. Available at LARO research library.

> Detailed history of this aspect of National Park Service resource management.

Smith, Elizabeth R. "Effects of User Characteristics, Visitor Characteristics and Concerns on Management Preference: Lake Roosevelt, Washington." M.S. thesis, Washington State University, 1997.

> Smith surveyed LARO visitors in 1996 on topics such as education vs. regulation on various issues. She found that the interest in interpretive evening programs was low.

Ulrich, Roberta. "Justice Delayed: A Sixty Year Battle for Indian Fishing Sites." M. A. thesis, Portland State University, 1996.

> Author provides a well-researched, readable account of the battle over Indian fishing rights on the Columbia River, concentrating on the lower portion of the river.

Interviews

Baker, Vaughn (LARO Superintendent). Interview with Nancy F. Renk, 9 Dec. 1999. Notes on file, LARO.HQ.

Brougher, Lynne (LARO Education Specialist). Phone interview with Kathryn L. McKay, 1 March 2000. Notes on file, LARO.HQ.

Brown, Dan (former CODA Chief of Interpretation). Phone interview with Kathryn L. McKay, 3 March 2000. Notes on file, LARO.HQ.

Dashiell, Ray (LARO maintenance worker). Phone interview with Kathryn L. McKay, 2 March 2000. Notes on file, LARO.HQ.

DePuydt, Ray (LARO archaeologist). Phone interview with Kathryn L. McKay, 1 March 2000. Notes on file, LARO.HQ.

DePuydt, Ray (LARO archaeologist). Phone interview with Nancy F. Renk, 7 July 2000. Notes on file, LARO.HQ.

Everts, Don (retired LARA maintenance worker). Phone interview with Kathryn L. McKay, 3 March 2000. Notes on file, LARO.HQ.

Everts, Don (retired LARO maintenance worker) and Connie Everts. Interview with Nancy F. Renk, 7 Dec. 1999. Notes on file, LARO.HQ.

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Huseman, Marty (LARO Concessions Manager). Phone interview with Kathryn L. McKay, 29 Feb. 2000. Notes on file, LARO.HQ.

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MacDonald, Lynne (USBR Regional Archaeologist). Interview with Nancy F. Renk, 13 Jan. 1999. Notes on file, LARO.HQ.

Mason, Dan (LARO Chief Ranger). Phone interview with Kathryn L. McKay, 2 March 2000. Notes on file, LARO.HQ.

McCue, Sam (lived in Coulee Dam since 1935, early member of Grand Coulee Dam Yacht Club). Phone interview with Kathryn L. McKay, 11 March 2000. Notes on file, LARO.HQ.

Miller, Roberta (LARO Program Assistant). Phone interview with Kathryn L. McKay, 29 Feb. 2000. Notes on file, LARO.HQ.

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Sprankle, Craig (Bureau of Reclamation Public Information Officer, Coulee Dam). Phone interview with Kathryn L. McKay, 8 March 2000. Notes on file, LARO.HQ.

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